

Local Business Case for Joint Governance of Police and Fire & Rescue in Essex

19th May 2017

Submission to the Home Office

Proposal by: Roger Hirst, Police and Crime Commissioner for Essex

Responsible Officer: Susannah Hancock, Chief Executive

Authors: Adam Kendall, Assistant Director of Performance & Georgina
Button, Communications Officer

CONTENTS

1	INTRODUCTION AND EXECUTIVE SUMMARY	4
1.1	The case for change in Essex	4
1.2	A step-change in governance is required to deliver this service transformation	7
1.3	What did the public consultation tell us?	7
1.4	What would the future look like?	8
1.5	How the change will be delivered	9
1.6	Conclusion	9
2	THE CONTEXT AND CASE FOR CHANGE (STRATEGIC CASE)	10
2.1	The current position	10
2.2	The context for change	12
2.3	There are reform programmes underway in Essex	16
2.4	Critical Success Factors for further collaboration and governance changes	17
2.5	There are significant opportunities for further collaboration	18
2.6	The case for change in governance	23
2.7	Strategic risks	26
2.8	Constraints and dependencies	26
2.9	Conclusion	27
3	THE OPTIONS ASSESSMENT (ECONOMIC CASE)	28
3.1	Do nothing option	28
3.2	Representation option	31
3.3	Governance option	33
3.4	Single employer option	38
3.5	Options appraisal	42
3.6	Preferred option	42
4	PUBLIC CONSULTATION	44
4.1	Introduction to public consultation	44
4.2	Delivering the Consultation Plan	44
4.3	Consultation Results	45
5	COMMERCIAL CASE	47
5.1	Commercial implications	47
5.2	Human resources implications	48
5.3	S151 officer implications	48
6	FINANCIAL CASE	49
6.1	Direct impact of the governance changes	49

6.2	Potential impact from collaboration opportunities	51
6.3	Consolidated future budgets for police and fire services	52
7	MANAGEMENT CASE	53
7.1	Governance and programme management arrangements	53
7.2	Fire governance transition planning	55
7.3	Early days of the new governance model	58
7.4	Risk management	58
7.5	Benefits management	59
7.6	Equality Impact Assessment	59
	APPENDIX A - DESIGN PRINCIPLES	61
	APPENDIX B - ASSUMPTIONS LOG	62
B1	Cost assumptions for the direct costs of governance changes	62
B2	Cost and benefits assumptions for potential collaboration opportunities	64
B3	Benefit realisation assumptions	66
B4	Planning assumptions	67
	APPENDIX C - LOCAL BUSINESS CASE RISK REGISTER	68
	APPENDIX D – FINANCIAL DETAILS	71
D1	Discount multiplier and direct governance operating costs	72
D2	Financial detail - Representation option	72
D3	Financial detail - Governance option	73
D4	Financial detail – Single employer option	74
D5	Financial detail – Potential collaboration programme	75
D6	Financial detail – Inflation and discount assumptions	78
	APPENDIX E – SUCCESS MEASURES	79
	APPENDIX F – CONSULTATION REPORT	80
F1.	Introduction	81
F2.	Delivering the engagement plan – the activity	81
F3.	Summary of 12 week consultation activity	82
F4.	Communications channels, content and materials	83
F5.	Engagement and reach	84
F6.	Consultation budget allocation and actual spend	86
F7.	The results – consultation responses from individuals	87
F8.	The results – Key stakeholder or group consultation responses	94
F9.	Closing the consultation and onward communication	95
F10.	Quality assurance	95
F11.	Conclusion	95
F12.	Next Steps	95
	APPENDIX F1 – CONSULTATION COMMUNICATIONS AND ENGAGEMENT PLAN	97

APPENDIX F2 - CONSULTATION ENGAGEMENT TRACKER	114
APPENDIX F3 - LETTERS FROM ESSEX MPS	123
APPENDIX F4 - LETTER FROM ESSEX COUNTY COUNCIL	128
APPENDIX F5 - LETTER FROM SOUTHEND-ON-SEA BOROUGH COUNCIL	129
APPENDIX F6 - LETTER FROM THURROCK COUNCIL	130
APPENDIX F7 – FIRE BRIGADE UNION CONSULTATION RESPONSE	131

1 INTRODUCTION AND EXECUTIVE SUMMARY

The Policing and Crime Act 2017 introduces measures which places a statutory obligation on emergency services to collaborate and also enable Police and Crime Commissioners (PCCs) to take on responsibilities for fire and rescue services in their area. In setting out the measures the then Home Secretary said that she believed “that it is now time to extend the benefits of the Police and Crime Commissioner model of governance to the fire service when it would be in the interests of economy, efficiency and effectiveness, or public safety to do so”. The nature of that change would be “bottom up, so that local areas will determine what suits them in their local area”.

The Essex PCC set out his commitment for joint governance and closer collaboration between Essex Police (EP) and Essex County Fire and Rescue Service (ECFRS) in his election manifesto, which was endorsed by the people of Essex.

This Local Business Case (LBC) assesses the scale of opportunity for closer working between police and fire (and potentially wider collaboration, such as with the ambulance service), and how future joint governance options for the police and fire and rescue services in Essex could best enable the achievement of these benefits.

This Executive Summary brings together the main analysis and findings, which are explored in more detail in the rest of the document using the "five case model" structure stipulated by HM Treasury.

1.1 The case for change in Essex

The opportunities presented by the new Policing and Crime Act 2017 have been clearly set out by both the Policing and Fire Minister and the Essex Police and Crime Commissioner. In a speech to the Association of PCCs (APCC) and the National Police Chiefs' Council in November 2016, Brandon Lewis MP, the Policing and Fire Minister, said that "while collaboration between the emergency services is showing an encouraging direction of travel, it is not consistent across the country and we need to be doing more to ensure collaboration can go further and faster and to not get trapped into saying 'we don't do that around here'.¹

Similarly in his election manifesto in April 2016, the Essex PCC made a commitment to bring fire and police closer together, stating: "closer working between the Police and the Fire & Rescue Service can unlock significant resources to deliver better emergency services in Essex. The potential for better joint working between the Police and Fire & Rescue is substantial".

With these legislative and manifesto mandates in mind, there are three key drivers for changing governance of fire and rescue:

¹ <https://www.gov.uk/government/speeches/brandon-lewis-speech-to-apcc-npcc-joint-summit-on-emergency-services-collaboration>

1.1.1 Driving operational benefits which will keep the public safer

Operationally, increased collaboration will allow for both organisations to coordinate a genuinely integrated approach to contact with the public, sharing information and making better operational decisions based on richer information, enabling a better understanding of risk and vulnerability. It will have a direct impact on vulnerable individuals, young people, and offenders. It will help to maximise engagement with the public, for example through shared technology, and will use valuable volunteer resources better. It will allow both organisations to respond more effectively to the changing nature of demand, which they both face.

This will help to improve public safety in Essex, while keeping the identities and roles of Police and Fire officers separate and distinct. Both organisations recognise the value that better working together and sharing resources will help to deliver for the public, and are committed, under the PCC's governance, to delivering an on-going programme of operational collaboration which will continue to deliver enhanced public safety outcomes. A number of the operational initiatives have been trialled successfully elsewhere in the country where they have delivered significant public safety benefits; other proposed initiatives build on the already strong local links within Essex, maximising effective use of resources to make communities safer.

1.1.2 Improved management for fire and rescue

ECFRS has faced considerable challenges, which make the need to implement reform more pressing. The Irene Lucas review (September 2015²) highlighted some major issues in organisational effectiveness and found that culturally ECFRS was 'a failing organisation...in urgent need of a radical overhaul to ensure it is held to account and is adaptable to the needs of the 21st century'; that 'the organisational culture was 'toxic'; and 'governance of the organisation needs to be strengthened'.

The recommendations, which have been accepted by Essex Fire Authority (EFA), included improvements to governance, leadership and management practices. An update in September 2016 on progress in delivering the Lucas review concluded that, while there has been significant activity, there remains much to do to deliver a modern and flexible fire and rescue service in Essex. "There is still some way to go to embed change throughout the authority and service."

1.1.3 Financial benefits through more economic and efficient provision of services

We have identified a wide range of potential financial and non-financial opportunities and benefits for ECFRS and EP from closer collaboration, which are set out in Table 1 below and explored in more detail in section 2.5.

The delivery of each of these benefits would be subject to separate business cases, which would need to be agreed between all partners. The total value of these potential benefits will be dependent on which governance option is selected. The proportion of the benefit that is likely to be achieved is covered in the assessment of each of the options.

² http://www.essex-fire.gov.uk/_img/pics/pdf_1441197562.pdf

Table 1: Summary of collaboration benefits

Area of business benefit	Short-term	Medium-term	Long-term	Non-financial benefits	10 year Net Present Value (NPV)
Better working together to improve public safety	●			Public safety , such as through reducing offending, or helping the vulnerable to feel safer in their homes) Effectiveness through joined-up service delivery between police, fire and other partners, and improved public access online	£4.3m
Sharing of estates				Greater effectiveness in collaborative working and an enabler of wider collaboration	£10.1m
• OPCC move to Kelvedon Park	●				
• HQ functions		●			
• Operational emergency services centre		●			
• Better use of stations / front desk		●	●		
• Facilities management		●			
Enabling shared business services providing key support functions (e.g. HR, Finance, IT)		●		Joined up systems enable further collaboration and economies of scale . Taking the best from both organisations means that supporting services are more effective , benefiting operational activities	£5.9m
• Shared ERP platform		●			
• Fleet management		●			
Joint procurement initiatives	●	●		Enables wider collaboration	£2.3m
Further operational collaboration		●	●	Further public safety improvements Effectiveness , such as quicker responses to emergency calls that require multi-agency response	£9.0m
• Control Room		●			
Total NPV:					£30.8m³

Further details of how the financial benefits are calculated are included in Appendix D5 – Financial Detail – Potential collaboration programme.

Where existing enabling services are shared between Kent & Essex Police, full consultation with the Kent Police & Crime Commissioner and Chief Constable will be required and agreed with them prior to any business case relating to those shared services being initiated or progressed. This includes both operational and strategic functions.

³ The total NPV includes a cost of £0.9m for programme management

1.2 A step-change in governance is required to deliver this service transformation

While a number of future collaboration opportunities could be delivered through existing governance arrangements, collaboration between police and fire to date in Essex has not yet developed in a significant way. Research consistently shows fragmented governance acts as a barrier to effective collaboration. Delivering this ambitious programme for Essex would require a step-change in governance to enable greater accountability, accelerate collaboration, and enable an integrated approach to community safety and maximising the use of assets.

- To improve emergency services and facilitate collaboration, the Act sets out three alternative options to the status quo (the “do nothing” option). These are:
- The “representation option”, whereby PCCs would join the local Fire and Rescue Authority (FRA) as a member with full voting rights.
- The “governance option”, whereby PCCs would take on the role of the FRA but would maintain separate organisations of Fire and Rescue and Police.
- The “single employer option”, which would go a step further by combining the Police and Fire and Rescue services under the leadership of a single Chief Officer.

Where the PCC wishes to change governance arrangements, the Act requires an assessment of why (i) it is in the interests of economy, efficiency and effectiveness, or (ii) it is in the interests of public safety for this to happen.

Based on the assessment in sections 3.1 to 3.4, the summary impact of the options is shown in the table below.

Table 2: Summary of options appraisal

	Option 1: Do nothing	Option 2: Representation	Option 3: Governance	Option 4: Single employer
Public safety	2	2	3	3
Effectiveness	1	1	3	4
Economy and efficiency	1	1	4	4
Ease of delivery	4	4	4	1

This LBC recommends that the PCC should take on the role of the FRA (Option 3 – Governance), and would be accountable to the people of Essex for effective service delivery of both Police and Fire and Rescue. This option is most capable of delivering improved public safety outcomes, as well as greater organisational effectiveness and better value for money for the people of Essex. It offers the majority of the benefits of the more radical single employer model (which would combine the Police and Fire and Rescue services under a single Chief Officer), but at lower cost and risk to implement.

1.3 What did the public consultation tell us?

To ensure that the views of our key partners and the public were taken into consideration when making the case for change, the PCC committed to undertake a 12 week consultation running from the 16th February 2017 – 10th May 2017. During this consultation period a large range of engagement activities were undertaken to obtain the views of as many stakeholders and members of the public as possible.

The highlights of the public consultation are as follows:

- A letter was received from Thurrock Council in support of Option 3 - Governance.
- A letter was received from Southend-on-Sea Borough Council in support of Option 3 - Governance.
- A letter was received from Essex County Council in support of Option 3 - Governance.
- Three letters were received signed by 17 MP's of Essex in support for Option 3 - Governance.⁴
- There were 1708 individual responses received from members of the public through the consultation survey.
- The consultation results show that the joint governance option scored the highest in terms of potential benefits and ease of delivery.

1.4 What would the future look like?

Under Option 3 - Governance, the PCC would become the new FRA and would take responsibility for:

- A total budget of £338m (£268m Police and £70m Fire and Rescue), although fire and police budgets will remain separate.
- A total workforce of over 6,800 officers and staff.
 - Police: 4753 FTEs: 2776 officers⁵; 99 PCSOs, and 1878 staff. These are supported by a further 361 specials.
 - Fire and Rescue: 1015 FTEs: 752 whole-time firefighters and officers; and 263 staff. These are supported by a further 480 on-call firefighters.
- A significant estates portfolio of around 130 properties.
- Other assets such as fleet, IT, and specialist equipment.

Although Fire and Rescue and Police would remain as distinct and separate services, these valuable resources can work more effectively together to protect the public and secure best value for money. This will result in:

- Joined-up public prevention and community safety work. Greater co-responding to incidents by both services.
- Co-ordinated public, stakeholder and media engagement.
- Better use of the estate in both organisations to provide effective response and community engagement.
- Integrated support services providing economies of scale. A shared contact centre (with an opportunity to consider inclusion of Fire in the Essex and Kent Police joint Contact Management Review Programme).
- A strong platform for even greater levels of collaboration (including with the ambulance service, community safety and criminal justice partners, local authorities, Community and Voluntary Sector, local businesses etc.).

⁴ Three letters were received before the prorogation of Parliament.

⁵ Police HR data as of 31st December 2016

1.5 How the change will be delivered

The LBC assumes that the changes will take effect on 1 October 2017. This is dependent upon a range of activities being achieved before then.

The implementation of the governance changes will be led by the PCC, with support from the OPCC. Where required the OPCC will commission specialist professional advice and support in areas such as programme management, HR, estates and legal services.

A detailed transition plan has been developed which identified which activities must be delivered to enable a smooth transition to the new governance model. Once the governance change has been implemented individual business cases will be developed to progress the collaboration opportunities identified in this business case.

1.6 Conclusion

Enhanced, transparent and effective governance under an elected PCC will be the catalyst for delivering significant and tangible benefits for the people of Essex. The changes will improve public safety through more effective co-working, and a more joined-up approach to responding effectively to the most vulnerable groups and individuals.

The implementation of a new governance model, whereby the PCC will take on the responsibility for fire governance, will accelerate collaboration and set a clear strategic direction, allowing for medium-term operational and financial gains through managed integration of supporting services and making the best use of assets such as estates and fleet. It will provide a secure platform for further wider emergency services collaboration in the future.

The PCC's consultation on the case for change and the preferred governance option has received full support from all three top tier authorities (Essex County Council, Southend-on-Sea Borough Council and Thurrock Council), all the MP's in Essex, and the public who have responded to the consultation. All recognised that Option 3 - Governance is most likely to deliver the greatest benefits.

2 THE CONTEXT AND CASE FOR CHANGE (STRATEGIC CASE)

The Strategic Case sets out the legislative and strategic context for police and fire collaboration and governance, summarises the case for change and sets out the constraints, dependencies and strategic risks. This provides the context, and change objectives, for appraising the options.

This section identifies a wide range of opportunities and benefits that increased collaboration between fire and police would deliver. It represents a step-change in the level of collaboration, and of the public safety benefits and organisational effectiveness for the people of Essex. It will allow both organisations to respond more effectively to the changing nature of demand which they face. It will allow for both organisations to coordinate a genuinely integrated approach to contact with the public, sharing information and making better operational decisions based on richer information. It also has the potential to deliver significant financial savings through making the best use of resources and achieving economies of scale.

External reviews have highlighted the significant challenge that remains if Essex is to benefit from a modern and flexible fire and rescue service. Implementing the recommendations of the Lucas review will require strong sustained leadership, and there are attractions to fresh governance and supervision. In preparing this LBC, there was a positive initial endorsement by key stakeholders for changing the governance of ECFRS and bringing police and fire closer together. They recognised that this would help to embed operational collaboration and also realise financial benefits.

2.1 The current position

2.1.1 Key organisational information and governance

EP and ECFRS operate across the county of Essex, which includes three top tier authorities, Essex County Council, Southend-on-Sea Borough Council and Thurrock Council. EP and ECFRS share coterminous boundaries.

Current key organisational information is set out in the table 3 below.

Table 3: Key organisational information

	EP	ECFRS
Annual spend (2015/16)	£268m	£70m
Staff	4,753 FTEs ⁶ , plus 361 special constables ...of which 2,776 FTEs are police officers	1,015 FTEs, plus 480 on-call firefighters ...of the firefighters, 720 are whole-time

		and 32 are in the control room ○
Coverage	Three upper-tier local authorities: Essex County, Southend and Thurrock Population: 1.8m (ONS mid-2015 estimate) Area: 3,670km ² , 72% of which is rural	
Governance	<p>The PCC sets the Police and Crime Plan and is responsible for appointing the Chief Constable, holding him to account and setting the council tax precept for policing. The Police and Crime Panel which scrutinises the PCC are made up of members from Essex County Council, Southend and Thurrock unitary authorities and each district council. There are two independent members.</p>	<p>Essex Fire Authority sets budgets and resources for ECFRS. It is made up of 25 members appointed from Essex County Council, Southend and Thurrock unitary authorities. They usually meet five times a year.</p>

The table above shows that ECFRS and EFA are distinct entities. It should be noted that unlike the relationship between the PCC and the Chief Constable, the FRA and the ECFRS are one legal entity and one corporation sole. ECFRS does not have a distinct legal identity; all functions have been conferred on to the FRA who in turn put in place arrangements for operational delivery.

2.1.2 Current governance arrangements

Essex Fire Authority

ECFRS is directly responsible to EFA. The Fire Authority was formed on 1 April 1998 by virtue of the Essex Fire Services (Combination Scheme) Order 1997 SI 2699/1997.

The 25 members of the Authority are elected members nominated by the three constituent first tier councils in Essex. Twenty members are nominated by Essex County Council, three by Southend-on-Sea Borough Council and two by Thurrock Council.

The Authority is the formal employer of fire staff. It prepares and approves an annual Strategic Plan and Integrated Risk Management Plan, and a council tax contribution to fire and rescue services through a precept. It approves the Annual Statement of Accounts, the Annual Budget and Medium Term Financial Plan, including the Capital Programme.⁷

⁷ http://www.transparency.essex-fire.gov.uk/_img/pics/pdf_1433169818.pdf

Under a partnership agreement between the Fire Authority and Essex County Council the county's emergency planning responsibilities are carried out by the Authority with the Chief Fire Officer acting as the Head of Paid Service for the function. The partnership agreement runs until 31 March 2018.

The EFA meets five times a year and has three committees: the Policy and Strategy Committee, the Audit, Governance and Review Committee and the Principal Officers Human Resources Committee.

Essex Police and Crime Commissioner

The PCC is elected to hold the Chief Constable of Essex to account for the delivery of policing in Essex. He has a wider duty to bring together community safety partners to reduce crime and support victims across Essex. He sets and updates a four year Police and Crime Plan, sets the force budget and council tax contribution to policing through a precept, and has responsibility for appointing and dismissing the Chief Constable. He holds monthly Performance and Resources Board meetings with the Chief Constable where he reviews police performance, alongside finance and resources and chairs the Police Strategic Board, which meets quarterly.

A PCC has wider responsibilities in their area for delivery of community safety and crime reduction; bringing together Community Safety Partnerships; making crime and disorder reduction grants; ensuring that all collaboration agreements deliver better value for money or enhance the effectiveness of policing capabilities and resilience; and enhancing delivery of criminal justice. The Essex PCC chairs the Essex Criminal Justice Board and the Essex Reducing Re-Offending Board, working with many of the same organisations that ECFRS collaborate with.

The Essex PCC and Kent PCC jointly chair the Kent and Essex Police Collaboration Board which is the governance for the Kent and Essex collaboration programme including enabling services.

Since October 2014, PCCs have had responsibility for commissioning services to victims of crime in their area in line with the Victims Code and from April 2015 PCCs have had wider responsibility to provide for referral and assessment services for all victims of crime.

PCCs engage regularly and directly with the public and communities.

Essex Police and Crime Panel

The PCC is scrutinised by the Police and Crime Panel (PCP). Their role includes reviewing the police and crime plan, annual report and both scrutinising and supporting the activities of the PCC in holding the Chief Constable to account. This includes: the power to veto, by two-thirds majority, the proposed precept and the proposed candidate for Chief Constable; reviewing the draft Police and Crime Plan, and making recommendations to which the PCC must have regard; reviewing the PCC's Annual Report, and making reports and recommendations at a public meeting that the PCC must attend; asking Her Majesty's Inspectors of Constabulary (HMIC) for a professional view when the PCC intends to dismiss a Chief Constable; and holding confirmation hearings for the PCC's proposed chief executive, chief finance officer and Deputy PCC appointments.

The Panel, which is currently chaired by Councillor John Jowers from Essex County Council, is made up of members from Essex County Council, Southend and Thurrock unitary authorities and each district council. Two independent members have also been appointed. There is a power to have a co-opted member, but the Panel does not now have one.

2.2 The context for change

There are policy, financial and operational trends at both national level and in Essex that are driving the need for change both in how EP and ECFRS work together and how they are governed.

2.2.1 Statutory requirements and national policy on collaboration

In its manifesto, the government committed to deliver greater joint working between the police and fire service. As part of implementing this commitment, the Home Office took over ministerial responsibility for fire and rescue policy from the Department for Communities and Local Government in January 2016.

In January 2017, the Policing and Crime Act came into law. The new Act places a high level duty to collaborate upon all three emergency services (including the ambulance service) in order to improve efficiency or effectiveness.

The Act also enables PCCs to take a stronger role in the governance of their local fire and rescue service, either through sitting on the fire and rescue authority, or taking on overall responsibility for fire and rescue services. This is subject to tests to ensure that changes will deliver improvements in economy, efficiency and effectiveness; or public safety. These tests form the heart of the assessment of options in this LBC.

In setting out the measures the then Home Secretary said that she believed “that it is now time to extend the benefits of the PCC model of governance to the fire service when it would be in the interests of economy, efficiency and effectiveness, or public safety to do so⁸”. The nature of that change would be “bottom up, so that local areas will determine what suits them in their local area⁹”.

The case for change was re-enforced by the Policing and Fire Minister, Brandon Lewis, in a speech to the Association of PCCs (APCC) and the National Police Chiefs' Council (NPCC) in November 2016, where he said that “while collaboration between the emergency services is showing an encouraging direction of travel, it is not consistent across the country and we need to be doing more to ensure collaboration can go further and faster and to not get trapped into saying ‘we don’t do that around here’..¹⁰ He made it clear that will not be willing to accept the ‘status quo’ where there is a compelling case for enhancing police and fire collaborative initiatives.

The ‘Policing Vision 2025’ - set out by the APCC and NPCC in November 2016 - also sets out a number of areas where closer collaboration with local partners, including other emergency services, can help improve public safety and deliver value for money. These include ensuring a whole system approach to public protection, and a whole place approach to commissioning preventative services in response to assessments of threat, risk and harm and vulnerability. It also highlights the opportunities for enabling business delivery through shared services.¹¹

This case explores the opportunities that these new legislative provisions could enable in Essex, and how the national agenda for deeper collaboration could be best delivered.

2.2.2 Election of and priorities for the Police and Crime Commissioner

In addition to the national agenda, the PCC for Essex has also set out his strategic objective to ensure closer working between emergency services, particularly fire and police. He set out his commitment for joint governance and closer collaboration in his election manifesto, which was endorsed by the people of Essex.

The PCC released ‘Policy Implications from Manifesto Commitments’ following the election, which outlines how the PCC wished to tackle his priorities¹². This included his objective to bring fire and police together under a single governance structure.

2.2.3 Fire reform: the Knight review of efficiency in fire and rescue and the Lucas review of Essex FRS

In December 2012 the then Government commissioned Sir Ken Knight, the outgoing Chief Fire and Rescue Advisor (2007 to 2013), to conduct an independent review of efficiency in the provision of fire and rescue in England. His report ‘Facing the future: findings from the review of efficiencies and

⁸ http://www.transparency.essex-fire.gov.uk/_img/pics/pdf_1433169818.pdf

⁹ <http://www.publications.parliament.uk/pa/cm201516/cmhansrd/cm160307/debtext/160307-0001.htm>

¹⁰ <https://www.gov.uk/government/speeches/brandon-lewis-speech-to-apcc-npcc-joint-summit-on-emergency-services-collaboration>

¹¹ <http://www.npcc.police.uk/documents/Policing%20Vision.pdf>

¹² <http://www.essex.pcc.police.uk/wp-content/uploads/2016/06/PCC-ROGER-HIRST-MANIFESTO-POLICY-IMPLICATIONS.pdf>

operations in fire and rescue authorities in England"¹³, published May 2013, noted that: "Efficiency and quality can be driven through collaboration outside the fire sector, particularly with other blue-light services" and recommended that: "National level changes to enable greater collaboration with other blue-light services, including through shared governance, co-working and co-location, would unlock further savings."¹⁴

He noted that £17 million could be saved if authorities adopted the leanest structure in their governance types, and that Authority Members needed "greater support and knowledge to be able to provide the strong leadership necessary to drive efficiency. Scrutiny of authorities and services varies considerably, some more robust than others."¹⁵

On governance in particular, he observed "elected PCCs were introduced because former Police Authorities (which were established on similar levels to existing single purpose fire and rescue authorities) were not seen as providing enough scrutiny and accountability to the public. A similar model for fire could clarify accountability arrangements and ensure more direct visibility to the electorate."¹⁶ He added that, if PCCs were to take the role, the benefits would need to be set out clearly both in financial terms and in increased accountability and scrutiny for the public.

ECFRS has faced particular challenges, which make the need to implement reform more pressing. The Irene Lucas review (September 2015¹⁷) highlighted some major issues in organisational effectiveness in ECFRS and made a number of recommendations to transform the organisational culture. This followed a number of serious incidents, including the suicides of two serving firefighters. The review found that culturally the ECFRS was 'a failing organisation...in urgent need of a radical overhaul to ensure it is held to account and is adaptable to the needs of the 21st century'. It said that 'the organisational culture of ECFRS is toxic' and 'governance of the organisation needs to be strengthened'.

The recommendations, which have been accepted by the EFA, included improvements to governance, leadership and management practices. Sir Ken Knight has provided an update on progress in delivering the Lucas review recommendations in September 2016. It concludes that, while there has been significant activity, there remains much to do to deliver a modern and flexible fire and rescue service in Essex. "There is still some way to go to embed change throughout the authority and service."

Sir Ken Knight made an additional 19 recommendations for change in his recent review of Essex, including strengthening the assurance and scrutiny role of the Authority members, exploring the use of fire stations as community hubs for a wide range of public services, greater flexibility and diversity of workforce, and improvements to performance assessments.

He recognised the history of longstanding and challenging industrial relations in Essex in his update on progress,¹⁸ as well as the progress which had taken place since September 2015, given the landscape of change and transformation.

2.2.4 Operational drivers for change

There are strong operational drivers for closer collaboration between fire and police. Crime, as measured by the independent Crime Survey for England and Wales, has fallen by more than a quarter since June 2010¹⁹. However, a College of Policing analysis of demands on policing²⁰ found evidence to suggest that an increasing amount of police time is now directed towards public protection work, such

¹³ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/200092/FINAL_Facing_the_Future__3_md.pdf

¹⁴ Ibid

¹⁵ Ibid

¹⁶ Ibid

¹⁷ http://www.essex-fire.gov.uk/_img/pics/pdf_1441197562.pdf

¹⁸ Ibid

¹⁹ Crime Survey for England and Wales, year ending December 2015

²⁰ http://www.college.police.uk/Documents/Demand_Report_21_1_15.pdf

as managing high-risk offenders and protecting vulnerable victims. Such cases often require considerable police resource and close working with other statutory agencies. HMIC highlighted that EP's response is often poor and routinely fails to meet the needs of victims in their PEEL inspection in December 2015²¹. Specialist units were overworked and there was a backlog of incidents in the Force Control Room.

Incidents attended by fire and rescue services in England have been on a long-term downward trend, falling by 42% over the ten-year period from 2004/5 to 2014/15 to just over 496,000 incidents.²² Fire-related deaths and casualties have also been on a long-term downward trend; deaths and injuries from fires in Essex are low, averaging nine deaths and 100 injuries a year over the past 5 years²³. In Essex, capacity for response is greater than demand. In line with the trend across the country, ECFRS has experienced a 45% reduction in the number of incidents it responds to in the last decade²⁴.

This is attributed to a range of factors including fire prevention work, public awareness campaigns, standards to reduce flammability such as furniture regulations, and the growing prevalence of smoke alarm ownership in homes (88% of Essex homes now have them²⁵). The fire and rescue service also has resilience responsibilities as defined in the National Framework²⁶, which means they have to provide minimum levels of community resilience and safety.

Nationally, there was a 22% increase in the number of non-fire (also known as Special Service) incidents attended by FRSs from 125,200 in 2014/15 to 152,500 in 2015/16. This trend was mirrored in Essex: 26% of incidents attended by ECFRS in 2014/15 were non-fire²⁷, the highest proportion since non-fire incidents were first recorded in 1999/2000.

The most common type of non-fire incident was attending a road traffic collision which has seen a 14% increase in Essex between 2010-11 and 2014-15.²⁸ There was also a marked increase in co-responder medical incidents (where, as part of a national pilot, the FRS has a formal agreement in place (until February 2017) with the ambulance service to respond to medical incidents), which increased nationally by 83% from 14,200 in 2014/15 to 25,900 in 2015/16.²⁹

As with the police, Fire and Rescue Services are targeting prevention resources at people, property and locations most at risk. There are a range of interventions which specifically target groups of people, such as Fire Cadet places for young people who are considered 'at risk' of gang recruitment, and diversionary places on the Firebreak programme for young offenders, together with the Home Fire Safety Visits. Both EP and ECFRS recognise that there is a significant overlap in those with whom they seek to engage. Data sharing could be significantly improved in this area to provide a sound evidence-based approach to integrated service delivery. Ultimately there should be a genuinely integrated approach to risk management.

This operational context is necessary to underpin the LBC in order to ensure that any proposed governance model helps to ensure effective integrated service delivery and public safety outcomes across both agencies.

²¹ <http://www.essex.pcc.police.uk/wp-content/uploads/2015/11/police-effectiveness-vulnerability-2015-essex.pdf>

²² Fire Statistics Monitor: England, April to September 2015, DCLG

²³ http://www.essex-fire.gov.uk/_img/pics/pdf_1454325688.pdf

²⁴ Ibid

²⁵ http://www.essex-fire.gov.uk/_img/pics/pdf_1434377614.pdf

²⁶ www.gov.uk/government/uploads/system/uploads/attachment_data/file/5904/nationalframework.pdf

²⁷ http://www.essex-fire.gov.uk/_img/pics/pdf_1454325688.pdf

²⁸ http://www.essex-fire.gov.uk/_img/pics/pdf_1454325688.pdf

²⁹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/545927/fire-statistics-monitor-1516-hosb0916.pdf

2.2.5 Financial drivers for change

There are financial pressures for change. On top of approximately £80 million of savings that EP has made since 2010-11, the Force still faces additional cost pressures of around £3.5 million in 2017-18. This means that it will still need to continue to make significant efficiency savings while the demand for policing services increases.

Funding for Essex Fire Authority has also fallen significantly between 2010-11 and 2017-18. In Essex, central government funding is being reduced, with the annual government grant cut by £5.9m (18.2%) from £32.4m in 2010/11 to £26.5m in 2017-18, necessitating reductions in spend. Over the same period the number of whole time firefighters has fallen from a budgeted 890 in 2010-11 to 620 in 2017-18, a reduction of 30%.

This is important for the LBC, as there is a duty to ensure value for money in service provision. Collaboration, enabled through effective governance, is a key enabler of financial savings while protecting the quality of service delivery to the public.

2.3 There are reform programmes underway in Essex

Both organisations have major change programmes underway to address the challenges described above. These require significant leadership attention and programme and change management resource. Any additional initiatives have to demonstrate how they can add further value and are achievable. Any changes to governance also need to support and ideally accelerate the delivery of such programmes.

2.3.1 Essex Police and the “Transform” programme

EP is currently delivering an ambitious Transformation Programme to ensure that policing in the county is as effective as it can be within the resources available. The PCC chairs the Strategic Board. The Transform Programme was initiated by EP and the OPCC deliver the force transformation required to meet the challenges of 2020 and beyond; addressing the challenges of changing demands and reducing resources.

EP has the following key drivers for change:

- Aligning the Force operating model better with demand in order to keep pace with emerging and increasing crime types.
- Making the EP estate fit for purpose – addressing poorly designed and maintained buildings in places that do not serve operational need.
- Improving public contact – making it easier for people to contact EP and report crime.
- Improving efficiency and effectiveness, notably through embracing emerging technology to transform ways of working – in a context where 83% of the overall policing budget is spent on salaries of police officers, PCSOs and police staff.

Kent and Essex Police have a well-established partnership, which was nationally recognised in 2011 as having proceeded “the furthest with collaboration”³⁰. This has resulted in greater operational resilience and savings of £31.5m between 2010-11 and 2016-17. The joint Essex and Kent Support Services Directorate has provided improved service quality while delivering cost-effective shared services, increased resilience and financial savings. The Forces also share a Serious Crime Directorate.

EP is also part of a seven-force initiative, led by DCC Julia Wortley, across the Eastern Region and Kent to explore and develop proposals for future collaborative working between the seven forces, helping to drive out inefficiencies and secure better collaborative working³¹.

³⁰ <http://www.publications.parliament.uk/pa/cm/201012/cmselect/cmhaff/939/93909.htm>

³¹ <http://emergencyservicetimes.com/essex-police-lead-seven-forces-looking-to-maximise-joint-working/>

2.3.2 Essex Fire Authority and ECFRS – the 2020 Programme

The 2020 programme is ECFRS's programme of change designed to deliver EFA's Strategy for the Service. The programme reflects the changes required to deal with the financial pressures facing the service, and the change in the operational demand in Essex, as well as respond to the recommendations of the Lucas review.

Following a two-stage consultation process, EFA approved in June 2016 the programme to save £6.4m from ECFRS's operational response budget and invest an extra £3m in prevention and protection. The programme will include changes to the number and crewing system of fire engines, cultural change and additional prevention interventions.

2.3.3 Existing Police and Fire collaboration

ECFRS and EP already work together successfully in a number of areas, focusing mainly around operational response such as: road traffic collisions; "collapsed behind closed doors", with ECFRS supporting the Ambulance Service and/or police to gain access to a property in order to get to a vulnerable person; or supporting the police in searches for high-risk missing persons. Additional areas include:

- Joint Emergency Services Interoperability Programme (JESIP) – a national initiative that developed a framework for co-ordinating multi-agency response to major incidents, with joint training across agencies.
- Community Safety Hubs providing co-location of several agencies to respond to local priority issues
- The ECFRS "Firebreak" programme which delivers courses for young people, which can be used to target those at risk of offending.

However, there has been limited progress to date in deeper levels of operational collaboration, sharing of resources and assets and support services.

An Emergency Services Collaboration Programme has been established to explore further opportunities for collaboration. A Strategic Governance Board (SGB) has been set up consisting of the PCC, EFA chair and chiefs of fire, police and ambulance. This is supported by an Emergency Services Collaboration Programme Board (ESCPB).

2.4 Critical Success Factors for further collaboration and governance changes

In light of these drivers for change, the SGB agreed four Critical Success Factors (CSFs) against which collaboration and the future governance options could be assessed. These are:

- Effectiveness.
- Economy and efficiency.
- Public safety.
- Ease of delivery.

The first three echo the provisions of the Policing and Crime Act. A fourth, 'ease of delivery' has been added as an important standalone local CSF given the specific challenges of the local environment and the importance of assessing the complexity of implementation of each option against the scale of possible benefits.

Most importantly, the changes will improve public safety through more effective co-working, and a more joined-up approach to responding effectively to the most vulnerable groups and individuals. The PCC and both organisations recognise that accelerated and deeper collaboration will deliver tangible public safety benefits, and are committed to a long-term programme of closer working and joined-up operational decision-making. The 'effectiveness' CSF is focused on organisational effectiveness, as well as criteria, which makes governance effective (such as transparency, accountability, visibility, and consistency of decision-making) and is therefore treated separately from economy and efficiency. The

changes will realise a significant financial prize, which will allow for targeted reinvestment to ensure that services will continue to provide the best possible outcomes for the people of Essex. The fourth 'ease of delivery' CSF allows the option assessment stage (the Economic Case) to differentiate between the four governance options and the ability of each to deliver the prize of effective collaboration, as well as other potential benefits.

A comprehensive set of success measures for the delivery of the business case is included in Appendix E.

2.5 There are significant opportunities for further collaboration

To fully understand the scale of the potential benefits that could be achieved through greater collaboration between EP and ECFRS, a review of opportunities has been undertaken. Although each of these would need to be subject to their own business case, it has been identified that there are many short, medium and long-term opportunities for deeper collaboration between EP and ECFRS. These give an estimated Net Present Value of £30.8m over 10 years, as well as the potential to deliver performance benefits to the people of Essex. These options for collaboration have also been assessed against a further set of design factors, which recognise the existing change programmes set out above, and collaborative partnerships, as well as the potential for delivery and return on investment. These design principles are included at Appendix A.

The benefits separate into five main categories. The first category includes a programme of operational collaboration which have been agreed and for which detailed planning is underway. The other categories are at early stages of development and will require significantly more work on their feasibility and potential to be fully confident of their achievability. Further work would also be required to assess the impact of these changes on the enabling services required to support them, to ensure they would not lead to a diminution of services provided to Kent Police through the shared services centre.

Notwithstanding this, they demonstrate the potential ambition and scale of benefits that could be achieved through deeper and more significant collaboration.

A summary table is included below, with more detailed descriptions of what the potential benefits entail, are included in sections 2.5.1 – 2.5.5:

Table 1: Summary of collaboration benefits

Area of business benefit	Short-term	Medium-term	Long-term	Non-financial benefits	10 year Net Present Value (NPV)
Better working together to improve public safety	●			Public safety , such as through reducing offending, or helping the vulnerable to feel safer in their homes). Effectiveness through joined-up service delivery between police, fire and other partners, and improved public access online.	£4.3m
Sharing of estates				Greater effectiveness in collaborative working and an enabler of wider collaboration.	£10.1m
• OPCC move to Kelvedon Park	●				
• HQ functions		●			
• Operational emergency services centre		●			
• Better use of stations / front desk		●	●		
• Facilities management		●			
Enabling shared business services providing key support functions (e.g. HR, Finance, IT)		●		Joined up systems enable further collaboration and economies of scale . Taking the best from both organisations means that supporting services are more effective , benefiting operational activities.	£5.9m
• Shared ERP platform		●			
• Fleet management		●			
Joint procurement initiatives	●	●		Enables wider collaboration .	£2.3m
Further operational collaboration		●	●	Further public safety improvements. Effectiveness , such as quicker responses to emergency calls that require multi-agency response.	£9.0m
• Control Room		●			
Total NPV:					£30.8m³²

Further details of how the financial benefits are calculated are included in Appendix D5 – Financial Detail – Potential collaboration programme.

Where existing enabling services are shared between Kent & Essex Police, full consultation with the Kent Police & Crime Commissioner and Chief Constable will be required and agreed with them prior to any business case relating to those shared services being initiated or progressed. This includes both operational and strategic functions.

³² The total NPV includes a cost of £0.9m for programme management

The Net Present Value of the total potential costs and benefits of these opportunities is summarised in the table below.

Table 5: Total potential costs and benefits

£m, 16/17 prices	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	Total	NPV
Costs	(1.2)	(1.4)	(1.5)	(0.5)	-	(0.7)	(0.5)	-	-	-	(5.8)	(5.4)
Benefits	0.1	8.6	1.3	4.8	4.2	4.3	4.7	4.9	4.9	4.9	42.7	36.2
Net benefit / (cost)	(1.1)	7.3	(0.3)	4.3	4.2	3.5	4.2	4.9	4.9	4.9	36.9	30.8

The costs that are incurred to deliver the benefits are made up of consultation costs, legal costs and other delivery costs (such as HR advice, programme management and initial outlays for the OPCC). The breakdown of these costs is included in Appendix D5 – Financial Detail – Potential collaboration programme.

The discount and factors used to calculate the Net Present Value calculation are included in Appendix D6 – Financial Detail – Inflation and discount assumptions.

2.5.1 Better working together to improve public safety

The NPV of £4.3m which was identified as being achieved in relation to improve public safety is planned to be delivered through a first wave of operational initiatives, which will enhance public safety and operational effectiveness. It should be made clear that this business case does not seek to make its principal application under the 'public safety' option of the legislation. However, there could be improvements to public safety through an increase in operational effectiveness delivered by governance changes. An initial programme of ten work streams (a further ongoing programme is outlined at section 2.5.5 below) has been identified which can either be delivered, or a proof of concept and business case established, by summer 2017, in order to deliver more integrated service delivery to the people of Essex. The operational initiatives will deliver:

An expansion of Parish Safety Volunteers and integrated volunteer management

There will be a step change in Parish Safety Volunteer scheme to recruit more volunteers and expand their role to provide integrated Home Safety Visits and the provision of fire safety and crime prevention advice to the public. There will be increasingly integrated recruitment, management, coordination and training of Community Speed Watch volunteers, and other Active Citizens.

An Integrated Multi-Agency Prevention Programme: Essex Risk Intervention Service (ERIS)

Development of a robust business case and benefit realisation schedule for a single multi-agency service providing holistic risk reduction advice regarding fire, falls, crime and general detriment in health. This will be a commissioned service for those identified as being most at risk in the community. The project will support the development and delivery of a business case, negotiation with Clinical Commissioning Groups (CCGs) and an early pilot delivery by summer 2017 in one CCG. A full evaluation strategy will be developed working with Anglia Ruskin University.

Development of a Community Portal and Community Messaging facility

Work will progress to design and deliver a multi-agency Community portal to provide an effective public safety signposting service for citizens to access services online. This will allow for more effective demand reduction and management. Work will also take place to establish a web-based model to deliver multi-agency safety messages to communities within Essex.

An innovative intervention programme for perpetrators

The proposal will extend the established Firebreak programme as an intervention tool to deal with perpetrators. Two five day courses have been delivered inside Chelmsford Prison – the first time that a fire service has engaged on this level with police priorities in the UK. A scalable model will be evaluated and developed for roll-out of the Firebreak programme across a wider number of forces.

Other workstreams will deliver: an enhanced integrated Schools Education Team to increase coverage and develop crime prevention and public safety material; joint rural patrols with police / FRS to address rural concerns such as ASB and arson; established procedures for cross-emergency working where people are collapsed behind closed doors and ECFRS are the best placed first responder; and an accredited DofE programme for Police Cadets based on ECFRS' national model. There will also be opportunities to explore the potential for joint trunk road patrols using ECFRS staff in response vehicles with a particular focus on clearing congestion effectively after accidents.

EP and ECFRS have recently committed to this programme of work. These work streams are estimated to cost £1.24m over the next 12 months and, in addition to the significant operational benefits, will deliver savings of £6.6m over 10 years. The NPV of the net benefit over the 10 years is £4.3m. Where successful, the proof of concept model and business case will be mainstreamed into police and fire budgets, and those of other participating agencies. Delivery is monitored by the ESCPB.

This programme will help to improve public safety in Essex. Both organisations recognise the value that better working together and sharing resources will help to deliver for the public, and are committed, under the PCC's governance, to delivering an on-going programme of operational collaboration which will continue to deliver enhanced public safety outcomes. A number of the operational initiatives have been trialled successfully elsewhere in the country where they have delivered significant public safety benefits; other proposed initiatives build on the already strong local links within Essex, maximising effective use of resources to make communities safer.

The remaining four areas offer benefits that would be achievable in the medium to longer-term. A notional benefit has been allocated to each, together with the rationale for the benefit. For all these areas a full business case would be developed to ensure the benefits are fully understood before a decision is made on them to proceed.

2.5.2 Sharing of estates

There will be financial savings and operational synergies resulting from a more aligned estates strategy across both organisations, recognising existing partnerships such as the Kent and Essex Serious Crime Directorate. The increased use of the Kelvedon Park site (ECFRS Headquarters) is a key asset sharing opportunity offering the following possibilities:

- It would be possible to co-locate the Office of the PCC to Kelvedon Park. This would incur one-off costs of £200,000 (and an on-going agreement on reasonable rent) but would release an estate asset valued at £1.5m for disposal or repurposing, and save £70,000 annual maintenance on the OPCC site.
- Kelvedon Park would also, subject to an on-going feasibility study, provide scope for co-location of the Police HQ functions currently located at Chelmsford. As EP already plans to move to a new site, this collaboration would not incur any additional costs and has the potential to reduce the costs of the new site by £6.6m.
- There is also an opportunity to make the planned operational emergency services centre, including fleet maintenance facilities, more joined up. A fully integrated solution could reduce the forecast costs in Essex of approximately £8.5m by 20%, equating to a one-off benefit of £1.7m. As well as helping to release assets that are currently not fit for purpose in ECFRS, this will facilitate further collaboration in fleet management (captured under enabling shared business functions).
- Areas of the operational estate within Essex may be shared. There may be sites where, rather than implementing current plans to refurbish existing police stations, it may be possible to use space in fire stations. This will reduce the total cost of refurbishment, as well as releasing the existing estate for sale. These benefits have not been included in the estimates to date.

The Estates Strategy Board will oversee the planning and delivery of these projects.

2.5.3 Enabling shared business service functions

In the medium-term it would be possible to achieve savings in the area of enabling services through closer working with an existing provider.

It is unlikely that benefits would be realised before Year 4 and there will be an investment cost (estimated at £1m over 2 years) to make this happen. Experience of implementing shared services organisations indicate that a benefit of between 10-15% is normally achieved through system efficiencies and enhanced business processes. ECFRS currently spend £8.8m on enabling services per annum and so we have attributed £1m of net benefit (c12%).

Once established, a shared ERP would provide an enabling platform for broader collaboration, which would enhance operational outcomes, and allow for more effective resource management and transparency of management information within ECFRS.

Some prior investment by ECFRS would be necessary, particularly around the standardisation of business processes and the move from rank to role. Both of these are necessary foundation stones to underpin effective use of an ERP. It is estimated that on-boarding preparations would take about 2 years, depending on the agreed scope of functions to be provided.

2.5.4 Joint procurement initiatives

Joint procurement will realise economies of scale and help to increase alignment between both organisations. The Minister for Policing and the Fire Service recently drew attention to the savings, which could be made through collaborated procurement,³³ particularly highlighting the publication of police procurement data as a driver for further integration. In ECFRS, £3.9m is spent on procurement for IT systems alone and in EP the similar figure is £3.3m.

We have allocated a conservative figure of 10% from the ECFRS procurement spend, which would be realisable from year 4. The savings are predicated on realising economies of scale from partnership with a larger agency. This timing would allow existing contracts to run down, and aligned specification and open contracts to be drawn up for future procurements (which could also be in other areas such as facilities management). This gives a benefit of £2.8m over 10 years.

It may be possible to realise some savings earlier. Both IT Heads identified a short-term opportunity around network infrastructure which would be geographically based, and would not therefore disrupt the established shared business services partnership between Essex and Kent Police.

2.5.5 Further medium and long-term operational collaboration

Integrated control rooms are a further area of potential collaboration, which could yield significant benefits in the medium term. There are various possible levels of collaboration, which would achieve varying levels of benefit. Co-location would realise savings on estate, but would not reap the more substantial benefits that deeper collaboration around IT systems and managed service delivery might yield to ECFRS, given the comparatively low levels of call volumes.

Although the benefits are in the medium-term, Essex and Kent Police are currently considering future options for their contact management model, and are now considering strategic opportunities as a business case is developed. We assume a deeper level of collaboration including ECFRS and have allocated a notional saving of £1m per annum within Essex from Year 5.

The LBC has made provision for a second and third wave of collaboration projects, which would deliver tangible service delivery benefits in future waves of collaboration. These are primarily operationally driven and so financial benefits have not yet been considered in detail, but we have assumed similar levels of benefits may be possible to the first wave of operational collaboration (section 2.5.1). They include:

³³ <https://www.gov.uk/government/speeches/policing-minister-speaks-at-2016-psaew-conference>

- A proposal by the Safer Essex Roads Partnership for a full relocation of all aspects of the partnership into one location using ECFRS premises to locate the operational policing arm.
- Placement of ECFRS Community Safety Officers into EP's 10 Community Safety Hubs within each of their districts. This would also allow for more effective collaboration with other statutory partners.
- To co-locate and potentially merge the Resilience Teams (including Contingency Planning) from both services.
- To collate data across both services on resourcing, availability, incidents and CS data to produce a 'heat map' of the county against which available resources could be deployed to cover the 'hot spots' of vulnerability.
- There are additional measures, such as ECFRS access to senior training for Women Leaders and a shared senior leaders' Academy, which would also help to address a number of the recommendations in the Lucas review (see 2.3.2 above).
- There is scope for an increased level of information sharing between the organisations when they collaborate, for example across the spectrum of co-responding, shared intelligence on vulnerable people, control rooms, shared community safety roles, and joint volunteering programmes.

There will be an ongoing programme of further collaboration and cross-agency work to identify further opportunities to include ambulance service and other agencies, which can provide a still more effective joined-up service to the people of Essex.

2.6 The case for change in governance

Collaboration could deliver significant benefits to the people of Essex whatever governance model is preferred. Collaboration has been possible under existing governance, but has not happened to date in Essex in a significant way. A change in governance that delivers deeper collaboration will keep the public of Essex safer.

Research into the effectiveness of fire and police across the country has identified a number of governance barriers to achieving sustainable collaboration on this scale. It is therefore important for this LBC to identify and evidence the governance model most capable of delivering as much as possible of the collaboration and service delivery prize for Essex. This will not be successful if centrally driven; the work of the Emergency Services Working Group concluded, "local drivers and ownership are essential"³⁴. There are also potentially other benefits from a change in governance not directly linked to increased collaboration. These include increased visibility and a stronger single point of accountability.

The role both police and fire services play in public protection is important to the safety of their communities. The Fire Safety (Regulatory Reform) Order sets out the obligations of the fire service, and provides Essex with future opportunities for joined up thinking between police enforcement activity and fire service work.

In preparing this LBC, there was a positive initial endorsement by key stakeholders for changing the governance of ECFRS and bringing police and fire closer together. They recognised that this would help to embed operational collaboration and also realise financial benefits. It was also recognised that implementing the recommendations of the Lucas review would require strong sustained leadership and that there were significant attractions to fresh governance and supervision.

2.6.1 The importance of effective governance in successful collaboration

While it is challenging to demonstrate a clear link between changes in governance and improved public safety outcomes, there is a strong body of evidence that effective governance is a necessary enabler of service improvement.

³⁴ <http://publicservicetransformation.org/images/articles/news/EmergencyServicesCollabResearch.pdf>

The Home Office has underlined the importance that it attaches to good governance by PCCs in 'Applying and demonstrating strong governance'³⁵. This states that: "Good governance will support PCCs in providing quality policing by being open in their decision-making and making sure their chief constables answer for their decisions and actions. Good governance allows a PCC to pursue their vision effectively as well as provide ways of controlling and managing risk."

The National Audit Office reviewed police accountability in 2014. In reviewing the PCC governance model they found that "A single person may be able to make decisions faster than a committee and could be more transparent about the reasons for those decisions"³⁶. In addition to speed and transparency of decision-making, they outlined further potential benefits around the "scope to innovate, to respond better to local priorities and achieve value for money"³⁷. They also noted the significant increase in public engagement which police and crime commissioners have delivered, compared with police authorities (over 7,000 pieces of correspondence are received by PCCs per month, and there are 85,000 website hits).

In Essex, the PCC has taken an active role in joining up service provision and tackling cross-organisational issues. This provides a useful indication of how clear governance can be made more straightforward when vested in an individual rather than a committee. The PCC now chairs both the Reducing Reoffending Board and the Criminal Justice Board, drawing partners together to improve outcomes across the criminal justice system.

The PCC supports a Reducing Reoffending partnerships co-ordinator, a post funded by and based in the OPCC. This role supports the partnership in the development and delivery of the Essex wide Reducing Reoffending strategy, which brings a wide range of partners together to develop a strategy and delivery plan; and give strong oversight to the Integrated Offender Management programme.

The PCC also chairs the Essex Criminal Justice Board, and the OPCC chairs and co-ordinates the programmes of work around victims, domestic abuse and youth justice across partners. Work is being scoped with Eastern Region partners to develop a stronger regional approach to criminal justice improvements, including development of video enabled justice. Essex is one of the Ministry of Justice pilot sites for health and justice devolution.

As a result of proactive partnership working and leadership by the previous and current PCCs, an ambitious programme of work and commissioning strategy has been started around domestic abuse, supported by the wider partnership including health, local authorities, and social care.

There is an opportunity to extend the benefits of single governance and commissioning approach across police and fire. Work on emergency services collaboration opportunities has been underway for approximately 18 months, but the ideas generated have not progressed substantially. The SGB does not have complete control to make all the changes required for comprehensive collaboration reform, and the Board currently relies on shared prioritisation by each organisation.

A step-change in governance would be required to deliver the depth and pace of the potential collaboration identified in the strategic case.

2.6.2 National developments

There are examples elsewhere nationally where savings have been made as a result of collaboration where "robust governance architecture" has been a strong enabler of collaboration. This recognises that "Large-scale collaborations and the related investment and change programmes are usually complex and often challenging. It was seen as essential that time needed to be spent at the outset

³⁵https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/511412/2016_Candidate_Guidance__Applying_strong_governance__v2.pdf

³⁶ <https://www.nao.org.uk/wp-content/uploads/2014/01/Police-accountability-Landscape-review.pdf>

³⁷ Ibid

designing, testing and embedding a governance infrastructure in order to ensure this complexity and potential challenge could be managed as work progressed"³⁸.

The report acknowledged that another strong enabler of collaboration was the importance of retained brand identity: "All three blue light services have easily recognisable identities in the public, and media perception is that, although they may suffer ups and downs, the services are generally strong and respected. Retaining the best features of these identities, whilst working towards closer collaboration and shared resources, was seen as important."³⁹

The evidence from research suggests that governance structures, be they local or national, can serve to facilitate or frustrate collaboration in equal measure. Almost universally, across all project areas, interviewees, time and time again, raised the issue of governance – reflecting on it being an enabler and/or a barrier. It is essential that collaboration be underpinned by a greater alignment of governance structures to ensure the success of any further and future joint working.

In a report in November 2014 on 'Collaboration: The current picture', the Emergency Services Collaboration Working Group identified the following characteristics which featured regularly in successful collaboration projects⁴⁰:

- 'We can pick up the phone': strong, open and honest relationships between the services' chief officers.
- 'Clarity together from the outset': agreement of a strategic vision that aligns tightly with all the collaborating services' strategic goals.
- 'We've got our best person': highly skilled and motivated programme managers from each service, with a balance of skills relevant to change management across the working group.
- 'Tell them how it is': open, consistent communication and consultation with staff from the very earliest opportunity.
- 'Fail fast': willingness to abandon opportunities if politics or operational interests do not align, to avoid losing momentum or jeopardising relationships.
- 'Give not take': an agreement that all parties will not seek to profit from one another; every service cannot benefit in every instance; if collaborative relationships are strong and improved public service remains the priority, savings will follow.

While these do not explicitly reference effective governance (the report was also written before the proposed legislation), the characteristics of trusted, open relationships that focus on service delivery above all else and are prepared to take bold decisions are tests that need to apply to the different governance options in the Economic Case.

2.6.3 International good practice

There is international good practice and some evidence about the benefits of integrated governance between police and fire in achieving improvements in service delivery.

Gerald T. Gabris et al's 2014 book⁴¹ explored various models of service consolidation in local government and found that the speed of decision-making / transparency / visibility / accountability of an elected official have brought a dividend to the depth and breadth of collaboration, with improvements in public service and public confidence / visibility.

³⁸ <http://publicservicetransformation.org/images/articles/news/EmergencyServicesCollabResearch.pdf>

³⁹ Ibid

⁴⁰ http://publicservicetransformation.org/images/Emergency_Services_Collaboration_2014.pdf

⁴¹ Alternative Service Delivery: Readiness Check: Gerald T. Gabris, Heidi O. Koenig, Kurt Thurmaier, Craig S. Maher, Kimberly L. Nelson, Katherine A. Piker, Alicia Schatteman, Dawn S. Peters, Craig Rapp 2015

Wilson and Weiss also found in their 2009 study of consolidations in the US⁴² that the control through a single governance structure was highlighted by many of those involved as a key driver in achieving coherent consolidation.

In other cases, the evidence is less conclusive: a 2015 Wilson and Grammich study⁴³ reported that "in recent years, a growing number of communities have consolidated their police and fire agencies into a single "public-service" agency. Consolidation has appealed to communities seeking to achieve efficiency and cost-effectiveness". However they also found that "Some communities have even begun to abandon the model. Exploring the reasons for disbanding can help cities considering the public-safety model determine whether it is right for them".⁴⁴ One reason is preserving 'brand identity' – the ICFA noted "the fire/EMS service typically enjoys a position of trust in the community that transcends fear of authority or reprisal. Law enforcement's mission to prevent crime from different threats creates varied public opinion and re-action, including being perceived as a threat."⁴⁵

The research clearly evidences the need for a Local Business Case to determine the most appropriate way forward, rather than a mandate which is centrally driven and will work in all circumstances. It also highlights the importance of ensuring a continuing separation of brand identity between core operational fire and law enforcement activities. It is also clear that there is distinction in the roles of a police officer and a fire fighter laid down in legislation, and is not a matter for local discretion.

2.7 Strategic risks

There are a number of strategic risks to major changes to collaboration or governance that options need to be assessed against. The most significant of these are:

- That, as the smaller organisation, ECFRS gets less focus and attention than police in an integrated governance model.
- That changes to governance divert leadership focus away from delivery of major transformational change in both organisations.
- That industrial relations issues in ECFRS are exacerbated by changes at this sensitive time.
- That changes to public perception of the independence of Fire and Rescue Service from law enforcement affects the willingness of the public to engage.

These are considered further in the options appraisal in the economic case.

2.8 Constraints and dependencies

There are also a number of constraints and dependencies that affect the options under review:

Constraints:

- Under any of the governance models, funding will remain separate between police and fire, with a requirement for separate financial reporting.
- The PCC has made a commitment to keep the identities and roles of Police Constable and Fire Fighter separate and distinct.

⁴² Public Safety Consolidation: What Is It? How Does It Work? Jeremy M. Wilson, Alexander Weiss et al: Be on the Lookout: A continuing publication highlighting COPS Office community policing development projects 2 August 2012

⁴³ Deconsolidation of Public-Safety Agencies Providing Police and Fire Services: J. Wilson & Clifford A. Grammich; International Criminal Justice Review 2015, Vol. 25(4) 361-378 2015

⁴⁴ Ibid

⁴⁵ International Association of Fire Chiefs Position: Consolidation of Fire/Emergency and Law Enforcement Departments and the Creation of Public Safety Officers ADOPTED BY: IAFC Board of Directors on January 23, 2009

- Any future collaboration opportunities will not have a detrimental impact on the existing partnership between Essex and Kent Police

Dependencies:

- LBC requires approval from the Home Secretary.

2.9 Conclusion

This section has set out a range of powerful local and national drivers for change. They demonstrate that there will be continuing pressure to change and reform to meet shifts in operational demand, deal with vulnerability and public protection issues more effectively, and continue to make financial savings. Locally, there are tangible opportunities for collaboration to realise operational and financial benefits, which will improve public safety and organisational effectiveness, as well as deliver solid financial benefits.

National and international best practice recognises that effective governance is a key enabler of collaboration and of greater organisational effectiveness. In particular, the experience of the move to PCCs to replace police authorities has demonstrated marked improvements in the quality and depth of scrutiny, visibility, transparency, speed of decision-making, and accountability. The capability of each of the different governance options to deliver these improvements in governance is considered in Section 3 below.

3 THE OPTIONS ASSESSMENT (ECONOMIC CASE)

The Policing and Crime Act 2017 sets out three potential options open to the PCC for Essex in relation to fire governance:

- Representation – the PCC could apply to Essex Fire Authority to take a place on the Fire Authority with full voting rights.
- Governance – the PCC could go out to consultation in order to take on the role of Essex Fire Authority.
- Single employer – the PCC could go out to consultation to take on the role of Essex Fire Authority and appoint a single chief to become the employer of police and fire personnel.

In addition to this LBC considers the do nothing option.

The preferred option is the governance model. The representation model offers very little benefit over and above do nothing. Both the governance and single employer options have the potential for substantial benefits. However, the single employer model requires a substantial change to make it happen, which means it will take longer to realise and carries substantial risks, in particular around potential for industrial action. The governance model offers the majority of the benefits of the single employer model, but at lower cost and risk to implement. It fulfils the commitment made by the PCC in his election manifesto.

This options assessment considers how each of the options meets the critical success factors for governance set out in the strategic case and will support delivery of the collaboration opportunities.

The following sections describe each option in turn and set out:

- A description of the option.
- The scale of benefits, including an assessment of the likely scale of collaboration benefits that will be achieved, and assessment against the benefits of public safety, effectiveness, economy and efficiency.
- The ease of delivery – covering the impact of the governance option on legal, HR, commercial, financial management, other programmes and collaboration, and other risks.

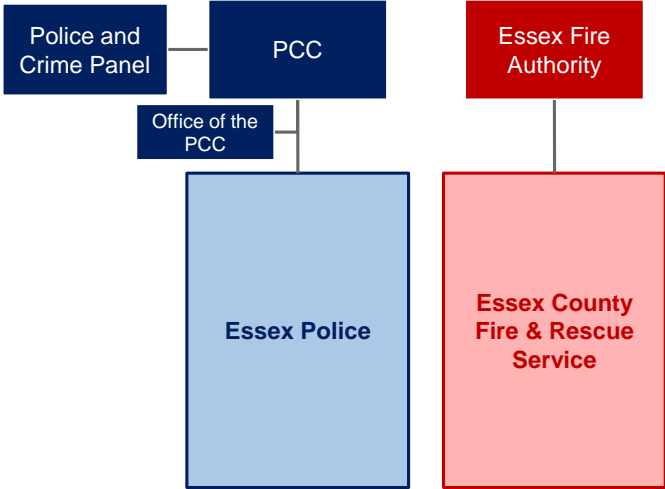
3.1 Do nothing option

3.1.1 Description

Doing nothing would retain the current governance arrangements, with the PCC providing strategic leadership of EP, and the EFA providing strategic leadership of ECFRS. The two organisations would still be under the statutory duty to collaborate as set out in the Policing and Crime Act, which would be exercised through the SGB and supporting ESCPB.

There would be no implementation implications, as it involves no change.

Figure 1 Do nothing option



Unlike the relationship between the PCC and the Chief Constable, the FRA and the ECFRS are one legal entity and one corporation sole. The FRS does not have a distinct legal identity; all functions have been conferred on to the FRA who in turn put in place arrangements for operational delivery. Additionally, there is no legal requirement for there to be a Chief Fire Officer, and in some areas there exists a Chief Executive who acts as the head of the paid service.

3.1.2 Scale of benefits

This governance model reflects the current governance arrangements, and so will deliver no direct additional benefits.

As shown in the strategic case, it is theoretically possible to deliver significant police and fire collaboration without statutory changes in governance, but evidence also shows the barriers and complexities that separate governance structures create. Research into emergency services collaboration⁴⁶ found that “Differing governance structures can mean that projects are delayed because of the different ways organisations deal with the approval process.” This can include different priorities, and slower decision-making. It can also hinder the development of integrated commissioning strategies.

In Essex, work on collaboration opportunities has been underway for approximately two years, but the ideas generated have not progressed substantially to date. The SGB has begun to push collaboration forward, with delivery being monitored by the ESCPB. However, the Board does not have complete control to make the changes and relies on shared prioritisation by each organisation. A step-change in governance would be required to deliver the depth and pace of the potential collaboration identified in the strategic case. Therefore, we expect the likelihood of achieving the full scale of potential collaboration benefits (set out in Section 2) to be low without any governance change, delivering less than 25% of the potential full benefit.

In addition, this option would deliver no benefits relating to improved visibility or a single point of accountability. Initial discussions with key stakeholders indicate little support for retaining the status quo.

Public safety

Public safety benefits from the collaboration opportunities identified in the strategic case are possible without changes to governance, but for reasons listed above, are likely to prove harder and slower to realise.

⁴⁶ <http://www.apccs.police.uk/wp-content/uploads/2013/11/Emergency-Services-Collaboration-2014.pdf>

Effectiveness

As described in the strategic case, there are potentially significant benefits to organisational effectiveness from aligning fire and police strategic priorities in a number of key areas in order to tackle shared challenges and deliver shared outcomes. Without integrated governance, this would be more challenging. Only a small proportion of the effectiveness benefits set out in the potential collaboration programme are therefore likely to be achieved.

In addition, the Lucas Review identified organisational effectiveness challenges within ECFRS that the ECFRS leadership team and EFA are seeking to address. There may be some improvements if the recommendations from the Lucas Review are implemented. Work on this has started, but the issues that the Lucas Review identified have been in place for a number of years, and resolution has been a slow process. As described in the strategic case, a recent review on progress by Sir Ken Knight recommended that, whilst the EFA is to be commended for initiating the Review and accepting its recommendations, more action was needed to strengthen Fire Authority members' assurance and scrutiny roles and he concluded that there was still much to do to deliver a modern and flexible fire and rescue service in Essex. No change to the governance arrangements is unlikely to accelerate improvements.

Economy and efficiency

There would be no costs to implement this option as there is no change, and the direct governance costs continue at current levels, totalling £1.67m per annum (actual costs for 2015/16). This consists of:

- Police and Crime Panel: £70k (including members' expenses).
- Office of the Police and Crime Commissioner: £1,210k (which includes governance and commissioning functions).
- Essex Fire Authority: £400k (including members' expenses).

With a low likelihood of delivering the full scale of the collaboration programme, additional financial (economy and efficiency) benefits will be limited to less than £8m (NPV) over ten years.

This option therefore would make little or no change to current levels of economy and efficiency.

3.1.3 Ease of delivery

With no change to make, there will be no implementation impact. The following table sets out how this option will impact different areas of the business.

Impact on...	
Legal	No direct impact; existing legal structures continue.
HR	No direct impact; there are no changes to roles or resources as a direct consequence of the governance arrangements. There remains a risk of strike action in ECFRS, but the likelihood of this does not change from the current position.
Commercial	No direct impact.
Financial management (s151)	No direct impact.
Other change programmes and collaboration initiatives	No impact on Transform Programme or 2020 Programme. No/low impact on Kent-Essex Police collaboration and Seven Forces collaboration.
Other risks	The perception of a reversal of direction risks a detrimental impact on existing police-fire collaboration, although there will still be a statutory duty to collaborate. The continuing issues in ECFRS and EFA highlighted by the Lucas Review may not be adequately addressed.

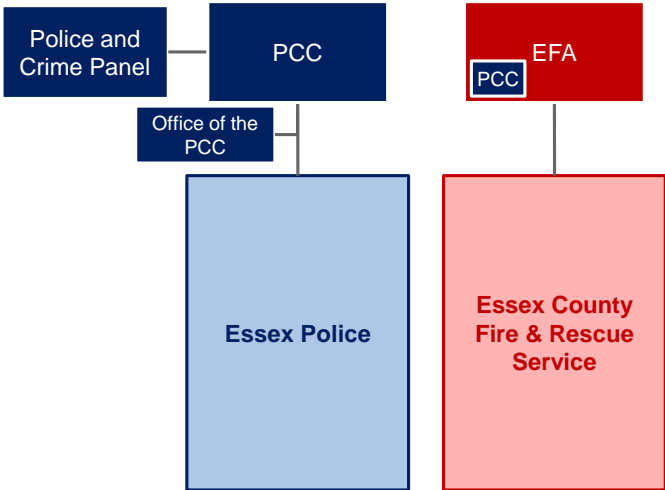
3.2 Representation option

This option uses the powers set out in the Act to allow the PCC to request that EFA allows him to sit on the Fire Authority or any of its committees with full voting rights. This could go to the extent of the PCC becoming chair of the Authority, if the other members of the Authority were to elect him to the post.

It will require agreement from EFA and a review of the existing members of the authority to ensure that the political balance remains. It will also require a change to the “Essex Fire Services (Combination Scheme) Order 1997”⁴⁷.

This option could be delivered relatively quickly following a decision to proceed and pending the standstill period before local elections in May 2017. This option does not need a business case.

Figure 2 Representation model



3.2.1 Scale of benefits

This option makes a limited change to the current governance arrangements, and so will deliver limited additional direct benefits.

While PCC representation on EFA will provide a formal mechanism for ensuring police and fire plans and strategies are considered together, the PCC’s influence as one among a committee of 26 (dependent on the reviewed composition) will be limited. The option also imposes additional obligations and workload on the PCC without an opportunity to streamline or integrate governance options.

Our expectation is that the same drivers apply to the representation model as to the do nothing option, and the PCC’s limited influence will only have a marginal impact on achieving additional collaboration benefits. The two distinct organisations and approvals processes continue. Therefore, this option also only has a low likelihood of realising the full scale of the potential collaboration benefits (around 25% of the potential benefit). There is little interest in Essex for this option amongst the PCC, many members of EFA and the constituent local authority membership of the Authority.

Public safety

The presence of the PCC on EFA and the formal opportunity this provides to approve the Integrated Risk Management Plan and other strategic and financial plans will increase the likelihood of alignment of strategic priorities and some additional public safety benefits. However, delivery of the full scale of potential collaboration benefits are likely to prove harder and slower to realise.

⁴⁷ <http://www.legislation.gov.uk/ukxi/1997/2699/schedule/made>

Effectiveness

There are potentially significant benefits to organisational effectiveness from aligning fire and police strategic priorities in a number of key areas in order to tackle shared challenges and deliver shared outcomes. The presence of the PCC in determining fire priorities will assist, but without integrated governance, this will remain challenging. Only a small proportion of the effectiveness benefits set out in the potential collaboration programme are therefore likely to be achieved.

This option also introduces a risk of the PCC's role on EFA consuming more of the PCC's time without providing direct influence or control to be able to consolidate some of the activity.

Economy and efficiency

Implementation costs of this option are limited to the costs of making the necessary legislative changes, estimated to be up to £10k, incurred in 2016/17. Running costs for governance may increase slightly to cover the PCC's additional expenses, but this will be marginal. There will be no governance savings from this option.

The total spend on governance will remain at £1.67m per annum, composed of:

- Police and Crime Panel: £70k (including members' expenses).
- Office of the Police and Crime Commissioner: £1,210k.
- Essex Fire Authority: £400k (including members' expenses).
- Direct costs and benefits of the change are shown below. There would be a direct cost of £10k and we have also assumed that the current OPCC staffing could absorb the PCC's new commitments. If not, costs could increase if additional staff need to be recruited.

Table 6: Representation benefit/costs

£'000, 16/17 prices	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	Total	NPV
Implementation costs	(10)	-	-	-	-	-	-	-	-	-	(10)	(10)
Change in direct governance costs	-	-	-	-	-	-	-	-	-	-	-	-
Net benefit / (cost)	(10)	-	-	-	-	-	-	-	-	-	(10)	(10)

The breakdown of these costs is included in Appendix D2 – Financial Detail - Representation option

We have assumed that these costs would be offset by some of the potential collaboration benefits being achieved. Of the total potential benefits, it is anticipated that 25% would be achieved. This would create benefits in the order of **£8m (NPV)** over ten years.

3.2.2 Ease of delivery

This option requires very limited change and is unlikely to cause any disruption to day to day activity.

The following table sets out how this option will impact different business areas.

Impact on...	
Legal	Following consultation and agreement of the EFA, this option will require a change to "Essex Fire Services (Combination Scheme) Order 1997". No other direct impact.
HR	No direct impact; there are no changes to roles or resources as a direct consequence of the governance arrangements, except for additional responsibilities for the PCC. There may be a need to recruit additional staff to the OPCC to help the PCC with his new commitments. There remains a risk of strike action in ECFRS related to the existing dispute,

	but the likelihood of this does not change from the current position.
Commercial	No direct impact.
Financial management (s151)	No direct impact. Separate reporting continues for the PCC, Police Force (Chief Constable) and ECFRS.
Other change programmes and collaboration initiatives	No/low impact on Transform Programme and 2020 Programme. No/low impact on Kent-Essex Police collaboration and Seven Forces collaboration.
Other risks	There is a risk of a delay in implementing this option as new members of EFA get up to speed after the election in May 2017 before being able to approve this change.

3.3 Governance option

This option uses the powers set out in the Act to allow the PCC to take on the role of the EFA.

Under this option, EP and ECFRS will remain two distinct organisations. The option would create a separate corporation sole for the new Fire Authority, rather than transferring fire and rescue functions to the PCC. This also has the effect of ensuring that existing references in legislation to PCCs do not apply in relation to their fire functions. In his role as EFA, the PCC becomes the Police Fire and Crime Commissioner (PFCC). He becomes the employer of all fire and rescue staff, and holder of assets and contracts, but the Chief Fire Officer continues to have operational responsibility. The PFCC also continues to be responsible for setting priorities through the Police and Crime plan, with responsibility for controlling police assets; the Chief Constable of EP continues to employ EP officers and staff.

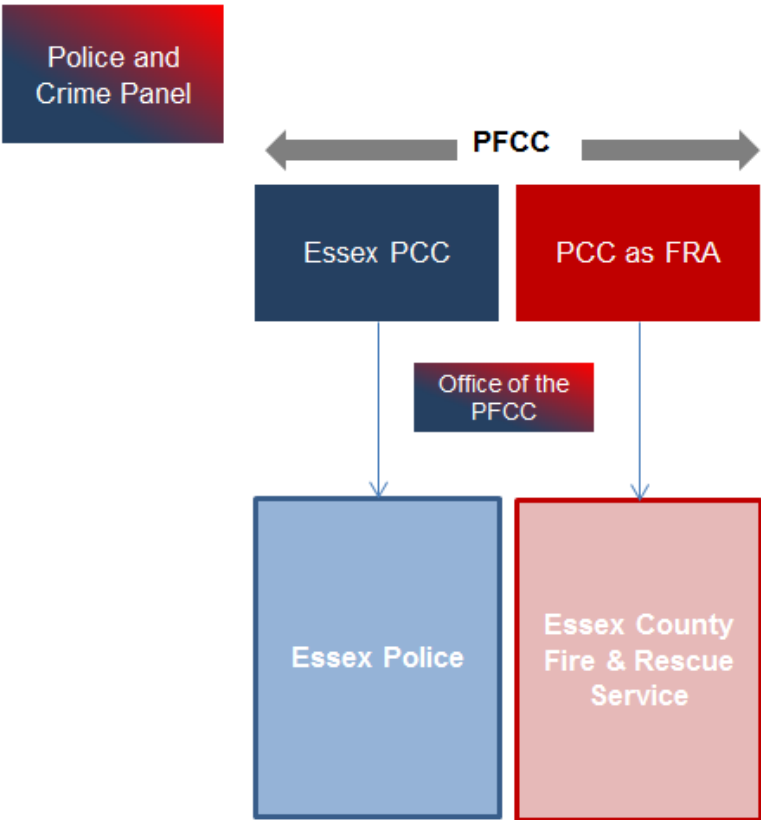
The Office of the PFCC will need to be expanded and restructured to take on the role of scrutiny of ECFRS and enhanced collaboration. The PCP will continue to provide oversight of the PCC and will need to review its structure and approach to include oversight of fire functions. It is not a decision making body, however, and the ability for local authority members to sit on the PCP does not confer it with an ability to shape priorities.

This option requires consultation, then scrutiny of a business case (by the Home Office) before approval by the Home Secretary and secondary legislation to enact the change. The degree of scrutiny will depend upon the level of local support there is for change.

Following hand-over, the members of the EFA will step down from their role and support arrangements will transfer to the Office of the PFCC. There will need to be a transfer process of staff, commercial contracts, assets and liabilities from the old Fire Authority to the new entity.

We expect the timeframe for final approval of the LBC will be in June 2017. The actual date for official transfer of the role of EFA is yet to be determined, but is planned for the 1 October 2017. However, this creates some dependencies and risks (see below) that would need to be managed.

Figure 3 Governance model



3.3.1 Scale of benefits

One of the enablers of change highlighted in the Emergency Services Collaboration Research is “a clear and shared vision of the objectives of the collaboration”. Under this governance option, the PFCC will be setting that shared vision across both police and fire, with an integrated commissioning strategy. In his role as chair of the Local Criminal Justice Board and Reducing Re-Offending Board, there is also the opportunity to bring these strategies and FRS strategies closer together in the types of areas identified in the strategic case. He will also have direct control over the strategies and budgets for police and fire and so can be more strategic about investment where wider public benefit can be achieved (albeit within the constraint of ensuring continual separation of fire and police budgets).

Unlike other parts of England and Wales, Essex benefits from a relatively simple structure of Fire and Rescue services. Police and FRS boundaries are coterminous, and there is a stand-alone, legally separate Fire Authority. Our engagement with stakeholders from Essex Fire Authority, the Police and Crime Panel, EP and ECFRS has not raised any initial objection in principle to this option. The potential governance options set out in the Bill were raised at an Essex Fire Authority meeting on 17 February 2016 when the previous PCC (Nick Alston) attended. In response to the possibility of the PCC taking over the governance responsibilities for Fire and Rescue services, “...many (though not all) considered it to be a positive development”⁴⁸.

There are limitations to this model, which can be managed:

- It does not automatically align the operational delivery, so it will be down to the PFCC, with the support of the OPFCC, to work with the two chiefs to align operational priorities and closer working

⁴⁸ Minutes – Essex Fire Authority: 17 February 2016

together, where appropriate. He has the levers to do this: through the setting of and monitoring against the strategy and budgets and he will be the holder of assets and contracts.

- The risk of loss of brand identity – a concern highlighted by stakeholders in ECFRS – the likelihood of this is limited by the fact that fire and police will remain as two distinct organisations.
- That staff are employed by different organisations can limit the flexibility to make changes that involve closer or integrated working, although there is scope to progress collaboration - for example by agreement where staff remain on different terms.

Overall, therefore, we estimate that this option could achieve between 50 and 75% of the potential collaboration benefits identified in the strategic case.

Public safety

Public safety benefits from the collaboration opportunities identified in the strategic case are likely to be more achievable through a single governance model for the reasons presented above.

In addition to the potential benefits of collaboration initiatives, the PFCC provides a single point of accountability to the public for both police and fire. As a direct and visible point of contact, he is well placed to react to the needs of the people of Essex, provide transparency and be held to account.

A risk has been raised that the important links between fire and rescue and local authorities' responsibilities in relation to safer communities and resilience may be diminished by the change in governance and with less day-to-day involvement of members of local authorities. The Police and Crime Panel represent all councils and there is therefore no reduction in links to local authority partners, or risk to public safety from the winding-up of the FRA. In addition, ECFRS officer leadership and engagement in local engagement will continue, and the PFCC can develop links through the OPFCC to ensure their needs are understood and fed into strategic planning.

It was flagged in the strategic case that there is a risk that changes to public perception of the independence of Fire and Rescue Service from law enforcement will affect the willingness of the public to engage. Whilst this model would see shared governance, fire and police operations would retain their distinct identity and so this is not considered to be a significant risk for this option.

Effectiveness

As described in the representation option, there are potentially significant benefits to organisational effectiveness from aligning fire and police strategic priorities in a number of key areas in order to tackle shared challenges and deliver shared outcomes. A single governance structure for police and fire will play a major role in enabling this and contributing towards improving the effectiveness of the two organisations. A single governance model can accelerate delivery of operational collaboration opportunities, shared estate and fleet maintenance.

With a complete change in the structure of EFA, this option should also improve the effectiveness of decision-making because:

- The PCC model has demonstrated improved levels of public visibility as evidenced by the NAO report.
- A single decision maker can be more easily engaged than a committee, with additional dedicated support through the OPFCC. EFA currently meets five times a year (with additional meetings as required) and its four sub-committees each meet four or five times per year. The PCC would expect to increase the regularity of formal scrutiny; he currently carries out monthly performance reviews of the police and would extend this to ECFRS, with other regular reviews and groups as required.
- Leadership is more stable, with the PFCC in post for four years, and so able to commit to longer-term projects. A Fire Authority does not necessarily have the same stability, as the composition can change either along party lines following an election, or with changes of membership between elections. With a single democratically elected person as PFCC, this instability is removed.
- Depending upon the timing of transfer, the PFCC will need to assume responsibility for delivering the outstanding recommendations of the Lucas Review. A more focussed accountability and assurance regime that the PCC model provides could more effectively deal with recommendations

made by Sir Ken's Knight in his recent progress review relating to the role of governance, although there is also a risk that a change in governance during this period may disrupt progress.

- Sir Ken Knight's recent progress report highlighted disappointment that many employment practices considered the norm in UK Fire and Rescue Services still do not exist in Essex. The scope for any change has not been assessed as part of this business case and would need detailed discussion with the ECFRS leadership team given the difficult industrial relations position in Essex. It would also affect the complexity and risk of the staff transfer process.

Economy & efficiency

There would be direct and enabling benefits from adopting this option.

The most significant benefit would be to enable and accelerate the collaboration opportunities identified in the strategic case. Our estimate is that of the total potential benefits, it is anticipated that 50-75% would be achieved. This would create benefits in the order of **£15-23m (NPV)** over ten years.

The direct implementation costs to make this happen include: the costs of consultation (estimated at £60k); legal implementation costs (estimated at £75k) and other delivery costs, including project management and staff consultation (estimated at £150k).

There will be ongoing savings from the discontinuation of the current EFA committee arrangements and the creation of a single Monitoring Officer role. These will be partially offset by the uplift in costs for the OPFCC. The OPFCC plans to deliver increased scrutiny for half of the current cost of EFA. Once in place, the direct governance running costs for this option are expected to be £1.5m per annum, made up of:

- Office of the Police and Crime Commissioner: £1,410k – an increase of £200k to cover the additional responsibilities.
- Essex Fire Authority – no other costs.
- Police and Crime Panel: £70k (including members' expenses) – feedback from the Chair of the Police and Crime Panel indicates that they do not forecast substantial changes in their workload. Their remit is oversight of the PCC, and they do not have a remit over operational matters. They are also constrained by time to fit in additional meetings.

This provides for £200k saving per annum in direct governance costs. There may also be scope for additional savings from consolidation of the s151 finance responsibilities, which are currently performed by three post holders.

Table 7: Governance Model Benefit/Cost

£'000, 16/17 prices	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	Total	NPV
Implementation costs	(173)	(113)	-	-	-	-	-	-	-	-	(285)	(281)
Change in direct governance costs	-	100	200	200	200	200	200	200	200	200	1,700	1,425
Risks	-	(15)	(15)	-	-	-	-	-	-	-	(30)	(28)
Net benefit / (cost)	(173)	(28)	185	200	200	200	200	200	200	200	1,385	1,115

The breakdown of these costs is included in Appendix D3 – Financial Detail - Governance option.

3.3.2 Ease of delivery

The change required under this option relates to the change in governance support arrangements and the transfer of staff, assets, contracts and liabilities to the new PCC-style FRA. The plan is to transfer all staff at the date of transfer on their existing terms and conditions, and all assets and liabilities will be transferred to the new corporation sole. There will be a financial due diligence undertaken prior to the transfer date, which may uncover some complexities. At this stage, we understand that this would be a straightforward transfer process. The table below provides a summary of the business impacts of the change to this governance model.

Impact on...	
Legal	<p>The PCC will need to carry out a detailed financial due diligence of the EFA prior to transfer.</p> <p>Secondary legislation is required to allow the PCC to take on governance of ECFRS. There is an intention to – subject to Home Office approval - enact this transfer on the on the 1st October 2017.</p>
HR	<p>The only direct impact on roles and responsibilities from this change in governance is to the PCC, OPCC and administrative support for EFA. The EFA clerk & monitoring officer is purchased on a contract basis from Essex County Council and it has been confirmed there will be no HR complexities in these roles being taken on by the OPCC. There may also be an impact on the s151 officers (see below).</p> <p>For ECFRS staff, there will need to be a staff consultation process relating to the transfer of their employment, which will take place following Cabinet Office Statement of Practice (COSOP) procedures. This could be relatively quick as the PCC has confirmed that there are no changes to the Terms and Conditions.</p> <p>There remains a risk of strike action; however the risk has reduced as ECFRS have recently resolved an existing dispute with the FBU. The likelihood of this risk may increase slightly as the National FBU has, and continues to rise with the Westminster government about the role of PCCs, but this model does not in itself change any roles, responsibilities, or terms and conditions.</p>
Commercial	<p>There will need to be a transfer of contracts, assets and liabilities to the new PCC-style FRA entity. Whilst this should be relatively straightforward, contracts will need to be examined for any novation or change control terms that could delay implementation or create complexity.</p>
Financial management (s151)	<p>Separate reporting is still required, although one officer could deliver it. Allocations of costs for shared resources will need to be agreed. There may be opportunities in the future to consolidate s151 roles across OPCC, police and fire, which are currently performed by three post-holders.</p> <p>There is a risk that there is a perceived lack of separation and therefore lack of challenge between police and fire, particularly when it comes to allocation of cost. The PCC will need to put robust controls and independent scrutiny of the cost allocations in place.</p>
Other change programmes and collaboration initiatives	<p>There is a risk of distraction affecting the existing change programmes and collaboration activity. This risk is being reduced by:</p> <ul style="list-style-type: none"> • The PCC has recently joined the Fire Authority as an observer with a view to smoothing the transition in governance. • The SGB and ESCPB are already in place, bringing the PCC / OPCC together with senior staff from police and fire. The programme board considers the potential impacts on Transform and 2020 as standing agenda items, and includes representation from both programmes. • The PCC has committed that police-fire collaboration in Essex will not diminish the existing Essex-Kent Police shared services collaboration.

3.4 Single employer option

Under this option, the PCC takes on the role of the EFA and creates a single employer for both police and fire personnel under a single chief officer. He becomes the PFCC. The chief officer should appoint a senior fire officer to lead fire operations and a deputy chief constable to lead police operations, under their command. There remain separate funding streams and financial reporting, meaning that all costs still need to be allocated between police and fire.

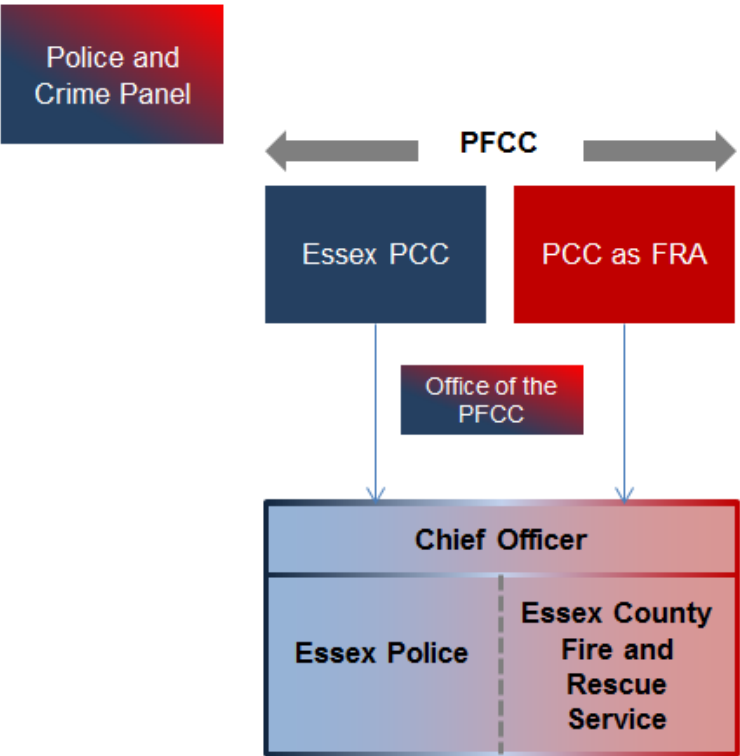
The OPFCC will be expanded and restructured to take on the role of scrutiny of ECFRS and the work to merge the organisations. The Police and Crime Panel will continue to provide oversight of the PFCC including with his additional remit, but without substantial change to its operation.

As with the governance option, this option requires consultation, before submission to, and approval of the LBC by the Home Secretary and secondary legislation to enact the change. The degree of scrutiny will depend upon the level of local support there is for change.

Following hand-over, the members of the EFA will step down from their role and support arrangements will transfer to the OPFCC. There will need to be a transfer process of staff to the chief officer and an option to also transfer contracts, assets and liabilities from the old Fire Authority to the chief officer or to the new PCC-style FRA. We have assumed the latter for this business case to match the current position between EP and the PFCC.

Once approval for this option is given, the PFCC could take on the role of the fire authority and establish a single employer). We estimate that delivery of this option will take at least six months and potentially twelve months longer than the governance option due to the potential impact on staff making consultation more complex, appointment of the single chief and deputies and any other required organisational restructuring to enable the single employer model to take effect. If the PCC does not implement the single employer model to begin with, it could be introduced subsequently, although this would require additional consultation and a further local business case, as well as enabling secondary legislation.

Figure 4 Single Employer Model



3.4.1 Scale of benefits

In addition to the benefits for the governance model, the introduction of a single chief would drive organisational integration further into the day-to-day operations of police and fire, while still retaining separate front-line operational identities. This would further support the enabler for collaboration of “a clear and shared vision of the objectives of the collaboration”, and increase the likelihood of delivering greater collaboration, especially relating to operational and business support services. The need for contracts between fire and police for shared services would be reduced, simplifying the speed with which some changes could be made.

We assume that this option could realise at least 75% of the potential collaboration benefits, but that there would be a delay to realising them due to the complexity and risks around implementing this option.

Public safety

Public safety benefits from the collaboration opportunities identified in the strategic case are likely to be more achievable through a single employer model for the reasons presented above.

In addition to the potential benefits of collaboration initiatives, the PFCC and chief will between them provide single elected and operational points of accountability to the public for both police and fire. This could raise confidence and organisational outcomes although risk has also been expressed that too close association with the law enforcement responsibilities of police could affect the public’s willingness to engage with Fire and Rescue Services. The evidence for this is inconclusive and so would remain a greater risk under this model than the governance model.

Effectiveness

As described in the governance model, there are potentially significant benefits to organisational effectiveness from aligning fire and police strategic priorities in a number of key areas in order to tackle shared challenges and deliver shared outcomes. In addition to the benefits from the single governance structure for police and fire, organisational effectiveness could be enhanced further through:

- A single point of operational accountability and consistency across both police and fire at strategic and operational leadership levels, and the capability of a single chief officer to drive performance.
- Opportunities to restructure shared capabilities – this could relate particularly to business and operational support services and strategic / performance functions to ensure alignment of priorities, more effective resource tasking, and use of data held by both organisations to understand common drivers of demand.
- Sustainable decisions, with the PFCC in post for four years, and chief officer changes limited to the changeover of only one role (not two as under the governance model), and so able to commit to and see through longer-term projects.

However, the single employer model would also create risks that could affect organisational effectiveness:

- The breadth of operational responsibilities for a single police and fire chief would be significant and new in this country.
- The scope for delivering greater benefits from deeper operational integration (but not merger) would depend in part upon making changes to terms and conditions. While shared services have been delivered without such changes in the past, there would be equal pay and other industrial relations issues if this persisted for a long time within the same employer. This would be a significant undertaking.
- Further consideration would be needed on how separate professional standards functions would operate. It is assumed that a single approach to managing complaints and professional standards would need to be adopted as fire and police would come under the remit of the new Office for Police Conduct. While this could streamline the two functions, significant re-design work would be needed to develop a single approach, as this has not been undertaken before. This would need further consideration.

Economy & efficiency

As with the governance model, there would be direct costs and benefits in delivering this option as well as enabling benefits.

Of the total potential benefits, it is anticipated that 75% would be achieved. This would create benefits in the order of **£23m (NPV)** over ten years. This could be greater if savings can be realised from changes to terms and conditions and a restructured approach to managing complaints and professional standards, but these have not been assessed at this stage.

In addition, the direct implementation costs to make this happen include the costs of consultation (estimated at £60k), legal implementation costs (£100k), other delivery costs, including project management and HR specialist advice (£250k) and recruitment costs for the new chief officer (estimated at £20k).

In addition to the moderate saving that can be realised under the governance model, the change in structure of the chief officer group should provide a further direct saving. We estimate that this saving will be approximately £100k per annum, equating to half of the annual salary (with on-costs) of a chief officer. The direct cost of governance is estimated as £1.5m per annum, made up of:

- Office of the Police Fire and Crime Commissioner: £1,410k – an increase of £200k to cover the additional responsibilities.
- Essex Fire Authority – no other costs.
- Police and Crime Panel: £70k (including members' expenses) – based on the feedback from the Chair of the Police and Crime Panel indicating that they do not forecast substantial changes in their workload.

With the saving in salary for one chief officer, this would give an annual saving of £300k per annum. This is shown below.

Table 8: Single Employer Model Benefit/Cost

£'000, 16/17 prices	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	Total	NPV
Implementation costs	(183)	(123)	(123)	-	-	-	-	-	-	-	(430)	(418)
Change in direct governance costs	-	-	150	300	300	300	300	300	300	300	2,250	1,852
Risks	-	(75)	(150)	(137)	-	-	-	-	-	-	(362)	(336)
Net benefit / (cost)	(113)	(198)	(123)	163	300	300	300	300	300	300	1,458	1,099

The breakdown of these costs is included in Appendix D5– Financial Detail – Single employer option.

3.4.2 Ease of delivery

This is the most challenging of the options to deliver as it involves substantial changes to staffing arrangements and will require significant union engagement. The fire unions, in particular the FBU, have highlighted in public documents that they do not agree with the single employer model. This is likely to be the most contentious of the options.

The following table considers the business impacts of the single employer option.

Impact on...	
Legal	<p>There would be a statutory staff transfer scheme to a single employer, which will intend to mirror the requirements of the Cabinet Office Statement of Practice and follow the best practice for TUPE. Terms and conditions nationally negotiated and/or incorporated in collective agreements would be preserved after the transfer to the new employer.</p> <p>However, it will require staff consultation and there may be a need to harmonise terms and conditions (note 'other risk' below). For the purpose of this analysis, we assume that terms and conditions will remain as they are at transfer.</p> <p>Transfer of staff to the single chief and assets and other liabilities to the new fire authority is considered to be legally complex.</p>
HR	<p>The Fire Brigades Union has indicated that it does not agree with the single employer model. Under this model, the PCC will need to decide if they intend to make changes to terms and conditions, which are likely to be required in order to gain the full benefits of the single employer model and also mitigate against risks of equal pay claims. Any complexity will lead to a longer and more risky staff transfer process than under the governance model, which could delay delivery of benefits. The risk of industrial action is high. This would lead to wider disruption, including a risk to public safety, delays to other changes and increases in costs.</p> <p>Further work would also be needed on how complaints and professional standards would be managed under a single employer. Current arrangements differ significantly between police and fire. There is likely to be high interest from staff and unions on how this will operate.</p>
Commercial	<p>There are no immediate additional commercial changes required by the transfer to a single employer model unless the PCC decides to transfer assets to the single chief. Otherwise, the same transfer process as for the governance model would apply.</p> <p>As enabling services are merged, a full commercial review will be required to ensure, for example, that software licences cover all users appropriately. Some of these changes will take longer to implement and will be part of a wider collaboration programme rather than being delivered as part of the governance changes.</p>
Financial management (s151)	<p>Separate reporting is still required. Allocations between police and fire will need to be agreed for each area that shares resources, which will be more complex under a single employer model and increasing number of shared functions. As with the governance model, there are opportunities for consolidating the s151 responsibilities.</p>
Other change programmes and collaboration initiatives	<p>There is a risk of distraction affecting the existing change programmes and collaboration activity. This risk is being reduced by:</p> <ul style="list-style-type: none"> • The PCC is aiming to join EFA as an observer as soon as possible, smoothing the transition in governance. • As stated under the Governance option, the SGB and ESCPB are already in place, bringing the PCC / OPCC together with senior staff from police and fire. The programme board considers the potential impacts on Transform and 2020 as standing agenda items, and includes representation from both programmes. However, as the Single Employer option creates one employer (but separate budgets) the programmes are likely to need to be drawn together, so there is likely to be an impact as they are re-planned. • The PCC has committed that police-fire collaboration in Essex will not diminish the existing Essex-Kent Police shared services collaboration.
Other risks	<p>There is a risk of challenge from enabling services staff if not moved onto the same terms and conditions. Equal pay claim issues could also occur in the longer term if standardisation of terms and conditions is not achieved. This would be a significant undertaking.</p> <p>There is a risk of dispute with fire service unions raising challenge associated with the change to employment of members.</p>

3.5 Options appraisal

3.5.1 Appraisal methodology

Based on the analysis above, the options have been assessed against the CSFs described in the Strategic Case using the summary-scoring regime shown in Table 9.

Table 9: Scoring regime

CSF	1	2	3	4
Public safety	The option has a detrimental impact on public safety	The option will have little or no impact on public safety	The option will make the public safer	The option will make the public safer and save lives
Effectiveness	The option has a detrimental impact on the effectiveness of police and/or fire, such as increasing response times	The option does not change the effectiveness of the two organisations	The option will improve the effectiveness of one organisation, or in one area	The option will improve the effectiveness of both police and fire in a number of areas
Economy & efficiency	The option increases costs	The option has marginal impact on costs	This option delivers some savings	The option delivers significant savings
Ease of delivery	The option will be difficult to deliver and cause significant disruption to business as usual	The option is challenging to deliver, but achievable. It will cause some disruption to business as usual.	The option is straight forward to deliver and disruption can be managed.	The option is straight forward to deliver and will cause no disruption

The following sections outline the findings against each CSF for each option.

3.6 Preferred option

Based on the assessment in sections 3.1 to 3.4, the summary of the scoring for each of the options are shown in the table below.

Table 10: Summary of options appraisal

	Option 1: Do nothing	Option 2: Representation	Option 3: Governance	Option 4: Single employer
Public safety	2	2	3	3
Effectiveness	1	1	3	4
Economy and efficiency	1	1	4	4
Ease of delivery	4	4	4	1

The do nothing and representation options are straightforward to implement in that they represent very minor changes. Both these options would, however, do very little to capture the significant operational

and financial benefits that have been identified. Both the governance and single employer options have the potential for substantial enabling benefits and improving public safety and are therefore marked highly for economy, efficiency and effectiveness as well as public safety.

The key differentiator between the governance and single employer options is in the relative ease of delivery of either option. The single employer model requires substantial change to make it happen which means it will take longer to realise and carries substantial risks, in particular around potential for industrial action. The governance model offers the majority of the enabling benefits of the single employer model and higher direct benefits and at lower cost and risk to implement.

In addition, a summary of the direct and estimated enabling NPVs over ten years of each option is shown below.

Table 11: Estimated Net Present Value

	Option 1: Do nothing	Option 2: Representation	Option 3: Governance	Option 4: Single employer
Enabling NPV	<£8m	~£8m	£15-23m	~£23m
Direct NPV	£0	£(0.01) m	£1.1m	£1.1m

The assessment undertaken in section 3 has considered a range of factors and the conclusion is that the PCC’s preferred option for a change in governance is **Option 3 - Governance**.

The representation model offers very little benefit over and above do nothing, although it would be straightforward to implement, whilst the Single Employer would deliver similar benefits but would be much more complicated to deliver.

In sections 5, 6 & 7, we consider the commercial, financial and management cases for the preferred option.

4 PUBLIC CONSULTATION

4.1 Introduction to public consultation

The public consultation conducted by the OPCC consulted on the options for change (Option 2 - Representation, Option 3 - Governance and Option 3 - Single employer). It aimed to clearly communicate the three options for change set out in section 3 of the LBC. It sought views on these options from a range of stakeholders and the public.

A communications and engagement plan) underwent review and sign off by key stakeholders, including the SGB and EFA.

In advance of the consultation launch, the Office for the Police Crime Commissioner (OPCC) took independent, professional consultation quality assurance advice from The Consultation Institute in order to ensure that the consultation process was transparent, accessible and fair. At the same time a Communications Working Group was established across the OPCC, Essex County Fire and Rescue Service (ECFRS) and Essex Police (EP) to put coordinated plans in place to communicate with officers, staff, unions and staff associations.

It was agreed that communications spend would be largely digital by design, with some spend allocation on printed materials to ensure information was accessible and delivered through a range of channels.

It was also agreed that activity would capture both quantitative and qualitative data collected via the methods set out in the communications and engagement plan.

4.2 Delivering the Consultation Plan

The Local Business Case for Joint Governance public consultation ran for 12 weeks, from the 16th February 2017 – 10th May 2017.

Effective communications and stakeholder engagement were executed using a range of materials and channels in two phases, consisting of: The full local business case, a dedicated consultation website, a concise leaflet, a consultation questionnaire with pre-paid envelopes, a four minute film; an easy to read, large text, plain English document, a process timeline and a set of frequently asked questions.

There were a number of key groups that were consulted with during the consultation period. These included.

Key stakeholders

- EFA
- ECFRS senior leaders
- EP senior leaders
- Essex County Council
- Southend-on-Sea Borough Council
- Thurrock Council
- Chief Executives of other Essex local authorities
- Members of Parliament.

Public and media

- Essex residents; a range of ages and demographics
- National and local media.

Staff and unions/representative bodies

- ECFRS staff
- EP staff and officers
- Unions and representative bodies (Fire and Rescue and Police).

4.3 Consultation Results

A comprehensive Consultation Report has been compiled to provide a detailed analysis of the approach followed and the results. A copy of this report is included in Appendix F – Consultation Report. A summary of the key aspects of the results have been included below.

4.3.1 Public consultation results

The following questions were set out in both the online and paper questionnaire:

1. *Considering the benefits and the ease of delivery presented in the three options, please rate each of them.*

Rate each option on a scale of 1-5:

1 – Being, I do not see any benefits being delivered through this option.

5 – Being, I see significant benefits being delivered through this option.

2. *Please add any additional comments.*

These two questions were supplemented with a number of questions about the individual. The purpose of this was to enable us to understand the demographics of the individuals who responded.

The responses were received both through the online survey and individuals posting in paper copies. In total there were 1,708 responses received from the public. A summary of their quantitative responses are included below.

Table 12: Analysis of consultation questions

	1 – No Benefit	2	3	4	5 – Significant Benefit
Representation - The Police and Crime Commissioner becomes the 26th voting member of the Essex Fire Authority. Police and Crime Commissioner continues to govern Essex Police.	42.22% 721	18.03% 308	15.10% 258	11.12% 190	13.58% 231
Governance - The Police and Crime Commissioner takes on the role of the Essex Fire Authority, becoming the Police, Fire and Crime Commissioner. Police and Crime Commissioner governs both Essex Police and Essex County Fire & Rescue Service. Each service retains its Chief Officers.	33.84% 578	8.37% 143	9.66% 165	18.38% 314	29.74% 508
Single employer - The Police and Crime Commissioner takes on the role of the Essex Fire Authority, becoming the Police, Fire and Crime Commissioner. A single Chief Officer is appointed and leads both Essex Police and Essex Fire and Rescue Services. Police and Crime Commissioner governs both Essex Police and Essex County Fire & Rescue Service, bringing the services together.	45.37% 775	13.29% 227	14.75% 252	12.00% 205	14.57% 249

Out of the total responses 766 took the opportunity to use the free text box to provide additional detail. An analysis of this qualitative feedback is included in the detailed Consultation Report.

The results demonstrate that the respondents to the consultation questions recognised that the PCC taking on the role of the EFA (Option 3 – Governance) would deliver the greatest benefits to the people of Essex.

4.3.2 Other Responses

In addition to the wider engagement with the public of Essex, there was significant engagement with our key stakeholders. Although some responded as part of the public consultation, specific letters of support were received from the follow:

- A letter was received from Thurrock Council in support of Option 3 - Governance.
- A letter was received from Southend-on-Sea Borough Council in support of Option 3 - Governance.
- A letter was received from Essex County Council in support of Option 3 - Governance.
- Three letters were received signed by 17 MP's of Essex in support for Option 3 - Governance.⁴⁹

A number of other organisations provided written responses to the PCC which are referred to in the Consultation Report.

In addition detailed responses were received from the Fire Brigade Union and Unison.

Having heard the feedback and reviewed the written responses some minor amendments have been made to the LBC.

⁴⁹Three letters were received before the prorogation of Parliament.

5 COMMERCIAL CASE

The main commercial implications from adopting the Governance model for Essex Fire Authority are relatively straightforward and focus on the transfer of all contracts, assets and liabilities from the old FRA to the new FRA, led by the PCC. This transfer will take place through a statutory transfer scheme.

In addition, the disbanding of the committee structure of the EFA will result in the termination of the current annual contractual arrangements with Essex County Council. The OPCC will take on these responsibilities, using in-house staff with external support as required.

The Governance model would result in all ECFRS staff at the date of the new PCC-style FRA being created to transfer from the existing FRA as their employer, to the new FRA, led by the PCC. It has been agreed that all staff will transfer on their existing terms and conditions utilising the Cabinet Office Statement of Practice (COSO P).

5.1 Commercial implications

Contracts that support delivery of policing in Essex are held by the PCC, and contracts associated with delivery of ECFRS are held by EFA.

There will be no change to policing contracts. Existing EFA contracts will need to be transferred to the new PCC-style FRA.

To give effect to the Governance model the Policing and Crime Act gives the Secretary of State the power to make an order that makes the PCC the FRA for the area covered by the order. The order will also provide for the creation of a corporation sole as the FRA. This arrangement is intended to "preserve the distinct legal identity of the fire and rescue service by creating the PCC-style FRA as a separate corporation sole, rather than transferring the fire and rescue functions to the PCC"⁵⁰.

Subject to the LBC being approved by the Secretary of State, it has been confirmed that an order would be created which makes the PCC the FRA for the area covered by the order, and that order would transfer all property, assets and liabilities from the existing FRA to the new PCC-style FRA.

Things that will be transferred under a transfer scheme include:

- Property and rights and liabilities, which could not otherwise be transferred.
- Property acquired, and right and liabilities arising, after the making of the scheme.
- Criminal liabilities.
- References to "property" above include the grant of a lease.

There will be a need for further examination of all existing assets, liabilities and contracts held by EFA to understand if there are complexities created by the transfer to the new PCC-style FRA, such as restrictions on novation or change control. This will be undertaken as a part of the transition arrangements.

⁵⁰ Paragraph 307 of the Explanatory Notes to the Policing and Crime Bill

As the PFCC takes on the role of the EFA, this will mean disbanding the current committee and sub-committees. The additional scrutiny responsibilities of the PCC will be supported by the OPFCC. EFA currently purchases committee and legal support services from Essex County Council. This includes the role of Monitoring Officer, which is discharged by the County Solicitor and Director for Essex Legal Services under an annual contractual arrangement. This contract will need to be ended.

The OPFCC will conduct a full review of its structure in order to meet its future requirements. The current expectation is that this will continue to be delivered in-house, with external support (such as legal services) purchased as and when required.

In the longer term, as enabling services are brought together through collaboration arrangements, some of the supporting contracts will also change. For EP, much of their enabling services are already closely interlinked with Kent Police as shared services. As this arrangement is already nationally recognised as operating successfully and has already delivered significant economies of scale, there is no intention to change these. There may be opportunities to on-board ECFRS enabling services into an existing successful provider.

5.2 Human resources implications

Under the Governance model, all fire and rescue staff will transfer at the date of the PCC-style FRA being created from the current EFA to the new FRA, led by the PFCC. The transfer would take place via the same transfer scheme described in section 4.1 above (because references to 'rights and liabilities' includes rights and liabilities under an employment contract). The transfer would be governed by the Cabinet Office Statement of Practice (COSoP), protecting the terms and conditions of staff.

It will be for the PFCC and the SGB to consider, as part of the Collaboration Programme, whether any specific collaboration projects may require changes to standardise terms and conditions - to improve public safety, effectiveness or efficiency - or whether the same result can be achieved by a collaboration agreement between the new FRA and Police with staff working together on different terms and conditions. Any additional changes would be subject to a separate full business case, and appropriate consultation would be undertaken with staff.

Without standardisation, where staff are doing the same job there could potentially be claims for breach of trust and confidence or equal pay. Initial legal advice suggests that such claims would be unlikely to succeed under the governance model, but could cause unrest.

If standardisation is pursued, in relation to roles that are not reserved to either a warranted constable or a firefighter, the trade unions may wish to support this but they will seek to drive standardisation at the higher terms.

These issues will need to be considered as part of the wider Collaboration programme, but under the requirements to consult during the transfer process, it is likely that unions will seek assurances on terms and conditions.

The PCC has confirmed that at the point of transfer there will be no changes to the terms and conditions of the fire staff.

5.3 S151 officer implications

At the point of transfer, the intention is to retain the individuals in the existing S151 Chief Finance Officer posts in both police and fire. If in the future the PCC opts to appoint the same individual to the s151 Chief Finance Officer posts for fire and police, appropriate safeguards and protocols to mitigate against any actual or perceived conflict of interest will be required. Examples of the governance arrangements to provide necessary oversight of arrangements in place will include Internal Audit, External Audit and Audit Committee scrutiny. The in-built statutory and professional standards responsibilities associated with the s151 role also provide inherent safeguards for the professionalism and probity with which the role will be undertaken.

6 FINANCIAL CASE

We estimate that the direct costs of implementing the governance model will be approximately £340k. These costs will be funded through the PCC’s earmarked reserve. We forecast a small saving in operational costs as a direct result of a change to the governance model of c. £200k per annum, shared across the EFA and Essex PFCC.

In addition, the governance model will enable further potentially significant benefits through increased collaboration of £15-23m, including ongoing cashable benefits of £3m pa. The change in governance arrangements will require transfers of assets and liabilities and agreement on how shared costs and benefits will be apportioned.

This financial case considers the financial implications in two sections:

- Direct impact of the governance changes.
- Potential impact from collaboration opportunities.

6.1 Direct impact of the governance changes

This section outlines:

- The direct costs and cashable benefits as a direct result of the change to the governance model.
- The accounting implications of the change in governance.

6.1.1 Direct costs and cashable benefits

The direct costs of implementing the governance model will be funded by the PCC from earmarked reserves. The funding requirement totals £285k over 2016/17 and 2017/18 as shown below.

Table 13 Implementation costs (funded by PCC from earmarked reserves)

£'000, including inflation	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26
Consultation	60.0	-	-	-	-	-	-	-	-	-
Legal costs	37.5	37.5	-	-	-	-	-	-	-	-
Other delivery costs	75.0	75.0	-	-	-	-	-	-	-	-
Total implementation costs	172.5	112.5	-	-	-	-	-	-	-	-

Following the switch to the new governance model, there will be an ongoing reduction in running costs for governance (a cashable saving). This benefit of £200k per annum will be shared across Essex PFCC and EFA⁵¹. The savings and impact on the two organisations is shown in Table 14.

Table 14 Reduction in running costs (and impact on the bottom line)

£'000, including inflation	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26
Total cost saving	-	101.8	207.9	211.8	216.1	220.4	224.8	229.3	233.9	238.5
Saving to EFA	-	61.1	124.7	127.1	129.6	132.2	134.9	137.6	140.3	143.1
Saving to Essex PFCC	-	40.7	83.2	84.7	86.4	88.2	89.9	91.7	93.5	95.4

Savings could be reinvested or passed onto the public through a reduction in the requirement for precept increases. However, these savings equate to less than 1% of the precept for each organisation and so in itself the latter would have limited tangible impact.

6.1.2 Accounting implications

The same four sets of financial reporting are required as today:

- PCC Group – including the PCC and Chief Constables accounts.
- PCC Accounts – PCC who owns the assets and contracts for the police.
- Chief Constable – separate accounts are maintained and these are also incorporated into the PCC group accounts.
- EFA – This covers all of the costs, assets and liabilities for ECFRS.

All of these accounts are currently prepared in line with the CIPFA Code of Practice on Local Authority Accounting.

Where services or assets are shared in delivery of police and fire duties (such as the OPFCC), the costs will need to be apportioned fairly between police and fire. This will be determined on a case by case basis in accordance with HM Treasury guidance, Managing Public Money, and scrutinised through the regular audit of accounts.

We do not expect any changes to treatment of VAT due to the change in governance.

The PFCC will be taking over the role of EFA and as such taking responsibility for all assets and liabilities. Further work will be required before the transfer in order to build a detailed understanding of the assets and liabilities held. Further information is provided below on the current status of EFAs assets and liabilities.

As at 31 March 2016, the EFA holds long-term assets worth £109m, the majority of which are property assets (£95m), or vehicles (£13m). The Authority also has long-term borrowing of £28m⁵².

In his current role, the PCC already controls £91m of long-term assets (as at 31 March 2016) and £4m of long-term liabilities. With control of fire assets and liabilities as well, the PFCC will control a total of £200m long-term assets and £32m long-term liabilities. As shown below, there may be significant opportunities over time to manage these assets more efficiently and effectively as a result of the governance model. Receipts from the sale of PCC, police or fire assets will continue to be paid into the appropriate police or fire funds, which will remain separate.

ECFRS staff pensions are provided through three schemes:

⁵¹ For this business case, we have assumed a split of OPCC costs of 80% to Police and 20% to Fire, reflecting the balance of budgets (78/22) and FTEs (83/17). Actual allocations will need to be agreed, taking into account balance of workload.

⁵² Essex Fire Authority 2015/16 Accounts

- The Local Government Pension Scheme that is administered by Essex County Council and is a funded defined benefits scheme.
- Firefighters' pension schemes – unfunded, defined benefit schemes, with Government grant payable for any shortfall on the pension fund account.
- Retained firefighters' pension scheme – a defined contribution scheme that is externally managed, with no financial implications for EFA.

EP staff pensions are provided through two schemes:

- The Local Government Pension Scheme that is administered by Essex County Council and is a funded defined benefits scheme.
- Police officers' pension schemes – unfunded, defined benefit schemes, with Government funding any shortfall on the pension fund account.

EFA also has a contingent asset associated with a potential change to pension contributions that may be retrospectively applied. The impact of this is yet to be determined.

6.2 Potential impact from collaboration opportunities

Our high level assessment gives estimated cashable savings from collaboration enabled under the governance model of between £15-23m, including ongoing cashable savings of £3m per annum. To achieve this level of savings, EP and ECFRS will need to build on existing initiatives (such as work underway under Transform and 2020), and provide additional up-front investment of the order of £3m over four years from 2016/17.

There may be significant benefits to both the revenue budgets and to the balance sheet from collaboration opportunities enabled by the governance option. With assets under control of the PFCC, more innovative use of the combined estates and other assets held by police and fire are more likely. This can include better use of existing buildings at no additional cost to ensure that the public can access police and fire services, through to realising financial savings from rationalisation and consolidation of the estate.

Savings could be reinvested in frontline services or passed onto the public through a reduction in the requirement for precept increases. Table 15 and Table 16 give the estimated revenue and capital impacts of the change enabled by the governance option. This is based on the mid-point of the 50-75% of the potential opportunities for collaboration that the economic case estimated would be achievable under the governance model. The underlying costs and benefits are based on the assumptions set out in appendix B2, with inflation applied. These figures are indicative only; they do not make any provision for redundancy and, where we cannot assess costs with confidence at this stage, we have assumed a net benefit figure.

Further work will be commissioned to scope these opportunities in more detail and they will then be subject to separate business cases. Where services are shared between Kent & Essex Police, full consultation with the Kent Police & Crime Commissioner and Chief Constable will be required and agreed with them prior to any business case relating to those shared services progressing. This includes both operational and strategic functions.

Table 15 Indicative revenue costs and savings for potential collaboration programme

£'000, including inflation	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26
Revenue costs	(650)	(830)	(1,000)	(330)	-	(510)	(350)	-	-	-
Revenue savings	-	180	440	1,610	2,310	2,430	2,580	2,630	2,690	2,740
Net revenue (cost)/saving	(650)	(650)	(560)	1,280	2,310	1,920	2,230	2,630	2,690	2,740

Table 16 Indicative capital costs and savings for potential collaboration programme

£'000, including inflation	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26
Capital costs	(90)	(30)	-	-	-	-	-	-	-	-
Capital savings	-	5,150	220	1,240	-	-	-	-	-	-
Net revenue (cost)/saving	(90)	5,120	220	1,240	-	-	-	-	-	-

The capital savings in Table 16 are related to the potential move of Police HQ functions to Kelvedon along with the sale of the building where the OPCC is currently located.

As highlighted in section 6.1.2 above, all costs and benefits of collaboration must be apportioned between the separate accounts that continue to be required. Apportionment of shared costs will be determined on a case by case basis, based on appropriate measures. Where assets are shared, it may be that one party owns the relevant asset and the other party pays for its use.

These issues will need to be considered in detail as part of the business case for each initiative, as it may affect savings projections.

6.3 Consolidated future budgets for police and fire services

As highlighted in Sections 6.1 and 6.2, there are direct and potential impacts as a result of collaboration between police and fire. This section shows a consolidated picture of the future budgets for fire and police, taking into account the savings from this business case and the planned budgets for EP and ECFRS after their own transformation programmes. There will continue to be separate accounts for both organisations; this shows the total budgets for which the PCC will have responsibility.

The table below shows the consolidated view of the police and fire five-year budget baseline (with each services' own transformation programmes having been incorporated), after indirect savings from collaboration activity and direct savings from a new governance model. The consolidated savings from the chosen governance model have been separated into a different line item:

Table 17: Consolidated Budget

£'000	15/16	16/17	17/18	18/19	19/20
Fire baseline spend	71,827	73,264	69,414	69,942	70,090
Police baseline spend	262,511	266,279	265,300	265,400	265,500
Total budget	334,338	339,543	334,714	335,342	335,590
Plus cost of implementing governance option	-	173	113	-	-
Less direct savings from governance change	-	-	(102)	(208)	(212)
Less indirect costs/(savings) from governance change	0	650	650	560	(1,280)
Net consolidated budgets position	334,338	340,366	335,375	335,694	334,098

At the end of 2019/20 there is a net cost of £344k of the change in governance. From 2020/21 the impact of further continuing direct and indirect savings make the governance cost neutral, and generate net benefits.

In addition to the indirect revenue savings of collaboration activity, there will be £6,450k worth of indirect capital savings in the five years to 2019/2020.

7 MANAGEMENT CASE

The Management Case describes the arrangements and plans which have been and will be put in place for managing the implementation of the proposed Governance model successfully.

We expect that the necessary activity to implement the governance changes can be completed in time to make the new arrangements effective on 1 October 2017.

7.1 Governance and programme management arrangements

The implementation of the governance changes will be led by the PCC, with support from the OPCC. Where required the OPCC has commissioned specialist professional advice and support in areas such as programme management, HR and legal.

The OPCC has utilised PA Consulting to support them in the development of the LBC, and Sharpe Prichard as specialist legal advisors to support the consideration of these changes.

The governance changes form part of the Emergency Services Collaboration Programme, which is designed to maximise the effectiveness and efficiency of police and fire services. The programme is overseen by the SGB, which sets the strategic direction for collaboration. Stage 1 of the programme is focusing specifically on Police and Fire collaboration with wider emergency service collaboration to be considered in stage 2.

The SGB has the following membership:

- PCC, Roger Hirst (Chair)
- OPCC Chief Executive, Susannah Hancock
- Chief Constable, Stephen Kavanagh
- Chief Fire Officer, Adam Eckley
- EFA Chairman, Cllr Tony Hedley
- Temporary Assistant Chief Constable, Carl O'Malley.

The SGB is supported by the ESCPB jointly chaired by Temporary Assistant Chief Constable, Carl O'Malley and Assistant Chief Fire Officer, Dave Bill. The role of the ESCPB is to ensure the delivery of the programme plan, including alignment with other transformation activity. Membership of the Board includes representation from the Transform Programme and 2020 Programme to ensure clarity of scope, impact and benefits.

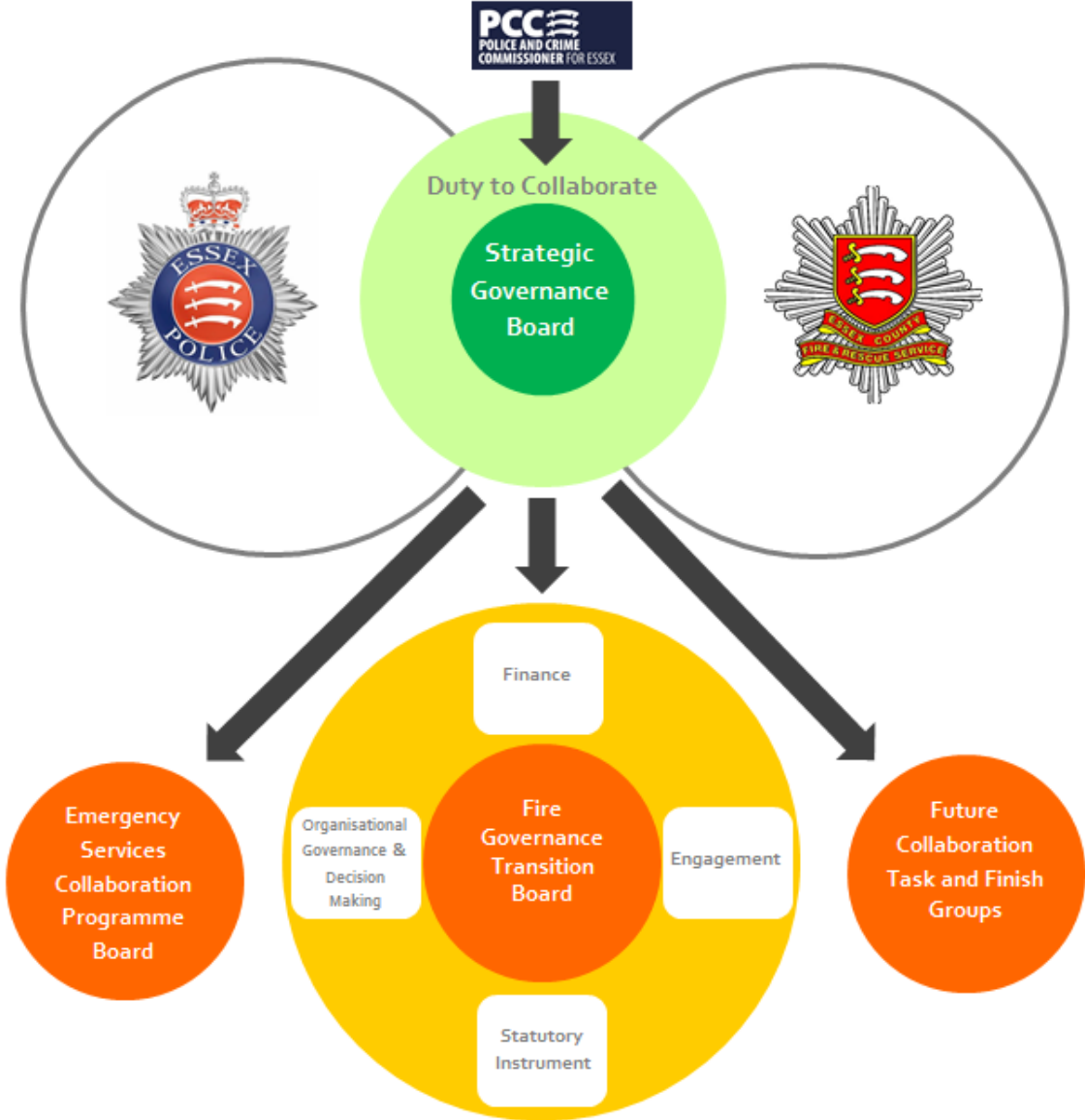
The programme governance structure has been enhanced to include a separate Fire Governance Transition Project Board. Membership of the Board will be made up of key individuals involved in the transition work, and will be chaired by the Chief Executive of the OPCC.

The Fire Governance Transition Board will meet monthly and the progress on the delivery of the Transition Plan will be reported to the Strategic Governance Board.

If further collaboration opportunities are identified during the transition to the new governance model, the proposal will be brought to the Strategic Governance Board. If approved, separate Task and Finish Groups will be created to lead on their implementation.

A diagram setting out the full governance arrangements have been included below.

Figure 5 Governance Arrangements



To ensure the key transition areas are covered a part of this project; four work streams have been established. The work streams are as follows;

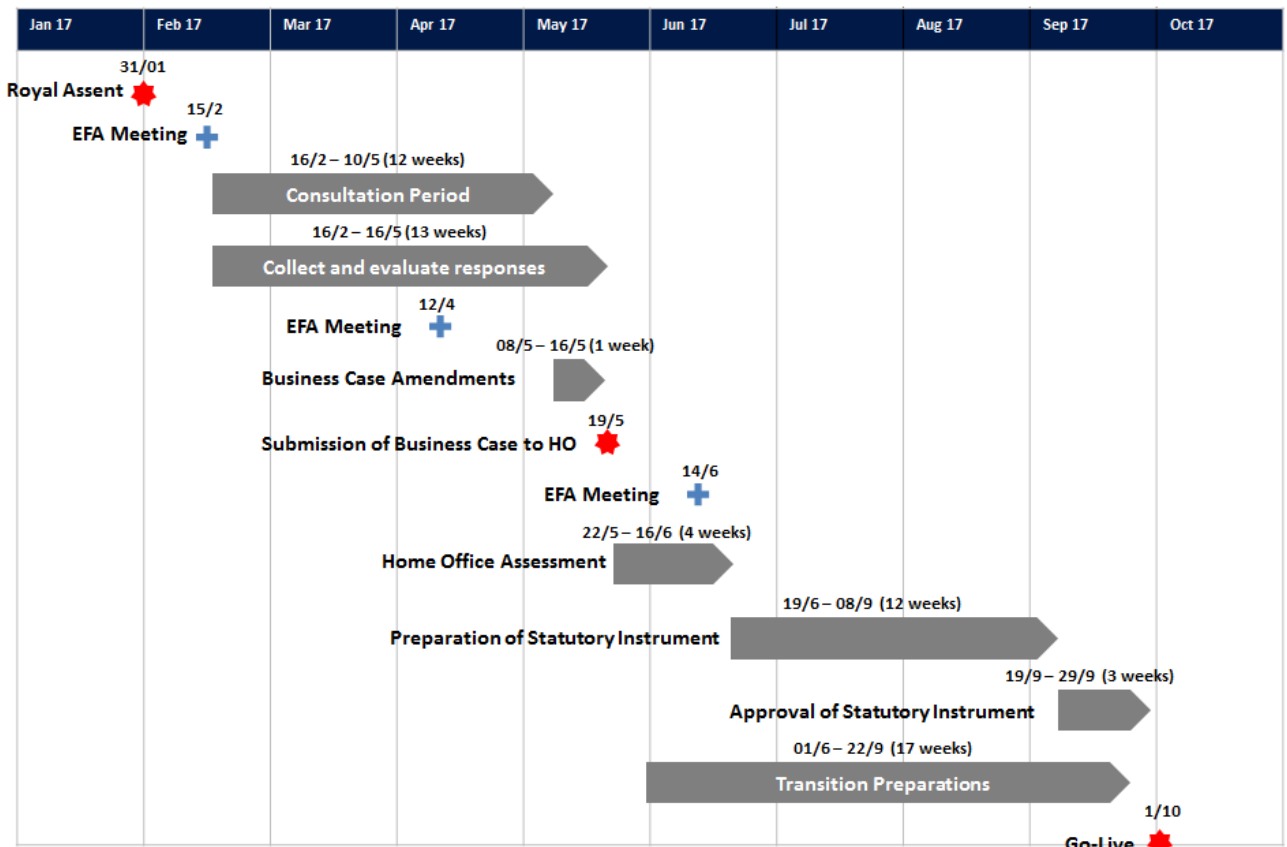
- Statutory Instrument - Liaise with the Home Office to ensure they are provided with all the information they require to make a decision on the business case and prepare and deliver the statutory instrument.
- Finance – Working with partners including the Home Office and CIPFA, to ensure arrangements are in place to transfer the accountability of all finances to the new FRA.
- Organisational Governance and Decision Making - Develop the new governance framework for the PCC-style FRA and ECFRS.
- Engagement - Engage with officers, staff and their representatives, and wider partners to ensure that the implications of the changes are fully understood, and they can contribute to the success.

7.2 Fire governance transition planning

7.2.1 Implementation overview

A high level implementation plan for the governance changes is shown below.

Figure 6 Project Overview



The ambition is to deliver the preferred option of governance by the 1st October 2017, and the project plan has been developed with this timetable in mind.

7.2.2 Transition planning

A Project Initiation Document (PID) was created to set out the aims and priorities of the project, who is responsible for their delivery, the timelines we will be working to, and the governance which will be in place to support the process.

The scope of the PID was defined as follows:

- A smooth transition to a new governance model where the PCC takes on the role of the Fire Authority.
- Staff and their representative bodies to understand what the change will mean to them, and how they can contribute to making it a success.
- Staff and their representative bodies to have been formally consulted in relation to the transfer of responsibilities in line with the Cabinet Office Statement of Practice (COSoP).

Working with the Fire Governance Transition Board, a detailed project plan has been developed setting out what will need to be undertaken to enable these priorities to be achieved.

The key activities identified in the project plan include:

- **Constitution** - Develop a revised EFA constitution to reflect the new legislation and statutory order.
- **Governance Structure** - Review existing board structure and identify the appropriate structure to support the PCC-style FRA in their role of effectively governing ECFRS. This will need to be fed into the new constitution.
- **Statutory Roles** - Develop the role of the Statutory Chief Officers under a revised governance model. This will need to be fed into the new constitution.
- **Scheme of Delegation** - Develop a new PCC-style FRA Scheme of Delegation to the senior officers of the ECFRS.
- **Governance Meetings** – Review the existing planned business of the FRA, and realign work to the new governance structure including setting a series of meeting dates for the new boards which will support the PCC FRA.
- **Formation of Police, Fire and Crime Panel** - Liaise with Essex County Council's Secretariat team to ensure that they develop the revised Terms of Reference for the Police Crime and Fire Panel.
- **Staff Formal Consultation** – Undertake a formal consultation of all staff on their transfer to the PCC-style FRA.
- **Communication Plan** - Develop an internal communication plan for activity support the roll out of the new governance model.

7.2.3 External assurance

Our Internal Auditors (RSM) undertook a review on our transition planning arrangements between the 10th – 24th April.

The following areas were considered as part of the review:

- Process for development of the PID including how key activities, milestones, were identified and agreed.
- Approval of the PID.
- Categorisation of actions as desirable or essential.
- Project plan linked to PID, which has detailed tasks, timescales for achievement, and assigned owners.
- Completeness of the activities/tasks within the project plan (both in relation to the PID, and consideration of activities which have not been included).
- Workstreams identified and assigned to owners; key activities assigned to workstreams.
- Progress of the project plan.
- Capacity of the Office to deliver the plan; deliverability of key activities on agreed dates.
- Reporting of progress to the Transition Planning working group and then to the Strategic Governance Board.

The outcome of the internal audit did not identify any major concerns, and the key recommendation was around the resources available to implement the transition plan. The OPCC has been working on addressing this potential capacity risk. Although it has yet been formally confirmed the transition plan audit is expected to receive 'substantial assurance'.

7.2.4 Transition planning assumptions

This plan is based on the following assumptions and dependencies:

- The PCC engaged with the EFA through the last quarter of 2016 on the emerging proposals alongside the further development of proposals and plan, including consultation documents, in order to be ready for formal consultation.
- The PCC went out to consultation, with the local authorities, officers, staff, unions and representative bodies and members of the public across Essex. The consultation period will be twelve weeks and will commence on the 16th February 2017.
- Consultation commenced prior to the 'purdah' period and continued until after the local election for Essex County Council that took place on the 4th May 2017. The consultation closed on the 10th May 2017.
- Following the completion of the consultation period and appropriate consideration of the feedback received, a revised business case was submitted to the Home Office for Home Secretary approval by the 19th May 2017.
- We have assumed that the approval of the business case, and the preparation and approval of the statutory instrument can be achieved in 19-week period. We have assumed for this plan that there will be local agreement to the proposed governance arrangements; if there is not, a further 2-3 months may be required for the Home Office to gain the necessary independent scrutiny.
- The Home Office decision on the LBC will not be significantly delayed due to the General Election on the 6th June 2017.
- Implementation of the Governance model will require the creation of a new FRA by statutory instrument. The Policing and Crime Act gives the Secretary of State the power to make an order that makes the PCC the FRA for the area covered by the order. The order will also provide "for the creation of a corporation sole" as the FRA for the area specified in the order. Finalisation of the Order is included in the 19-week period.
- A statutory transfer scheme will be required to move staff, contracts and assets to the new FRA. We have assumed a staff consultation process will commence following the Home Office approving the LBC on the 18th June 2017.
- Based on current assumptions the realistic target implementation date for the new governance arrangements is therefore 1 October 2017. A slippage in these assumptions could mean that the implementation date would need to be pushed back to the next appropriate implementation date.

7.2.5 Managing the impact of the transfer

During the transition to the new governance model there is a risk that due to limited capacity of management at the OPCC and ECFRS, the focus on operational delivery may be reduced which may result in there being a negative impact in public safety. It is important that the mitigations put in place to prevent this happening are robust, and indicators of potential issues are identified early. To mitigate the risk the following actions have been put in place:

- The SGB meets monthly and receives update on the progress of collaboration opportunities and the transition plan. This is a formal opportunity where the Chief Constable and Chief Fire Officer can raise any concerns they may have in respect of the impact the transition is having on operational delivery and public safety.
- EP performance is reviewed monthly at the Performance and Resources Board that is chaired by the PCC. Crime statistics for and the key performance indicators are reviewed and challenged each month.
- ECFRS performance is reviewed quarterly at the Audit Committee. The key performance indicators against the strategic priorities are reviewed and challenged at this meeting.
- A significant amount of the work required to deliver the transition will fall upon the OPCC and its advisors to deliver. The office has brought in additional capacity and skills to support this change.

Once the change in governance has been completed, there will be a new governance structure in place that will manage the risk of future collaboration opportunities having an impact on public safety.

7.3 Early days of the new governance model

The primary aim of the plan is to enable a smooth transition to a new governance model. The focus of our activity is on the delivery of changes required to the key areas (such as constitution) which will enable the business of ECFRS to operate effectively from the date of transfer.

The PCC has confirmed that business should continue as normal, and success would be that there is no disruption to the business of the FRA or indeed ECFRS. As the transfer is focusing on the governance changes, it is not anticipated that there is any short term impact on the operational delivery for either fire or police.

Whilst there are no immediate plans to revise the ECFRS Integrated Risk Management Plan or the Police and Crime Plan, on becoming the PFCC, the PFCC will review and over time develop the strategic priorities for fire and police services. This will form the basis of a new Police, Fire and Crime Plan. The activity to develop these priorities will be directly informed by engagement with officers, staff and the wider public.

7.4 Risk management

Proactive risk management will form part of the transition to the Governance model, and a key mechanism for managing the business. Both the EP and ECFRS have robust and embedded risk management processes that will be utilised to manage both services.

This means:

- Establishing and maintaining a risk log.
- Ensuring that a named individual owns each risk.
- Carrying out regular risk reviews and setting target dates for mitigations.
- Providing strategic oversight of risks and mitigations by appropriate governance bodies based on clear thresholds for escalation.

To manage risk both EP and ECFRS have developed a risk management process. Risks are recorded at two levels:

Strategic – These are risks that will have a fundamental impact on the OPCC/EP/ECFRS and the achievement of our priorities should they occur. Risks in this category are reported regularly to the Audit Committee.

Management – These risks are sufficiently serious to require attention at Management Team level and include those relating to key programmes of work. They are owned by the senior leaders and managed on their behalf by designated principal leads who are usually subject experts. Governance is via internal management.

Both EP and ECFRS will continue to follow their existing risk management process where all I risks being managed. If the change in governance begins to impact upon operational delivery or public safety they will be captured in this process.

Where risks are identified which relate to joint governance and collaboration opportunities they are escalated to the SGB where they are reviewed monthly.

Appendix C – Strategic Risks summarises a view of the risks associated with the implementation of the Governance model and proposals for mitigation. These are actively managed monthly by the SGB where the risk and mitigating actions are reviewed and challenged.

7.5 Benefits management

Implementation of the changes will also be underpinned by proactive benefits management arrangements to ensure that the identified benefits are realised. These arrangements will be overseen by the SGB that will have regard to the two types of benefit, detailed in the Economic Case above, i.e.:

- Governance benefits (i.e. those benefits directly associated with improvements in the governance of the Fire and Rescue Service).
- Collaboration benefits (i.e. those benefits that flow from collaboration between the two services, which are enabled and more likely to be realised as a result of the governance changes).

The approach to benefits realisation includes:

- Establishing a benefits register.
- Identifying clear owners with responsibility for benefits realisation.
- Developing common benefits realisation plans.
- Regular review processes.

7.6 Equality Impact Assessment

The Equality Impact Assessment (EIA) is concerned with anticipating and identifying the equality consequences of a particular policy / service initiative and ensuring that as far as possible any negative consequences for a particular group or sector of the community are eliminated, minimised or counterbalanced by other measures.

Our view from completing the EIA is that the proposed governance changes will not affect any particular group or sector of the community differentially. The intention is to increase the level of public visibility and accountability in the governance of the Fire and Rescue Service through the new governance arrangements including the revised operation of the PCP and the forms of public accountability that are associated with the OPCC.

The approved EIA is available on the OPCC website from the 19th May 2017.

Each collaboration opportunity included in the LBC will be subject to its own business case before a decision is made on how to proceed. At this point an EIA will be completed to ensure the impact is fully understood.

APPENDICES

APPENDIX A - DESIGN PRINCIPLES	61
APPENDIX B - ASSUMPTIONS LOG	62
B1 - Cost assumptions for the direct costs of governance changes	62
B2 - Cost and benefits assumptions for potential collaboration opportunities	64
B3 – Benefit realisation assumptions	66
B4 - Planning assumptions	67
APPENDIX C - LOCAL BUSINESS CASE RISK REGISTER	68
APPENDIX D – FINANCIAL DETAILS	71
D1 – Discount multiplier and direct governance operating costs	72
D2 – Financial detail - Representation option	72
D3 – Financial detail - Governance option	73
D4 – Financial detail – Single employer option	74
D5 – Financial detail – Potential collaboration programme	75
D6 – Financial detail – Inflation and discount assumptions	78
APPENDIX E – SUCCESS MEASURES	79
APPENDIX F – CONSULTATION REPORT	80

APPENDIX A - DESIGN PRINCIPLES

The following 12 design principles were agreed by the ESCPB in July 2016 to underpin the approach to select the priority areas for collaboration between ECFRS and EP. They are grouped as those that assess benefit and those that assess the ease of implementation.

Benefit:

- Has a positive impact on public safety.
- Delivers measurable benefits to the public of Essex.
- Makes a significant contribution to improved economy, efficiency or effectiveness in both organisations.
- Provides a strong return on investment.

Ease of implementation:

- Can be funded from operating budgets, reserves or other available funding.
- Can be delivered by capable and existing resources.
- Is consistent with the design and implementation roadmap of the 2020 Programme in EFRS.
- Is consistent with the design and implementation roadmap of the Transform Programme in EP.
- Does not duplicate collaboration objectives or initiatives with other FRS services or police forces or national initiatives.
- Does not diminish the effectiveness or efficiency of the Essex/Kent police support service collaboration.
- Is capable of being delivered within the next two years.
- Commands support from both organisations, partner organisations, staff organisations and the public.

APPENDIX B - ASSUMPTIONS LOG

The assumptions are grouped into three sections:

- Cost assumptions for the direct costs and benefits of governance changes
- Cost and benefits assumptions for potential collaboration opportunities
- Planning assumptions

These are set out below.

B1 - Cost assumptions for the direct costs of governance changes

Ref	Area	Value	Description
G-01	Current cost of Police & Crime Panel	70,000	The cost of the PCP is £70k per annum, based on £53k support and administration costs and £1k in expenses per member for 18 members).
G-02	Current cost of Essex OPCC	1,200,000	The cost of Essex OPCC is £1.2m per annum, based on reported actuals for 2014/15 and 2015/16. It includes governance and commissioning functions.
G-03	Current cost of EFA	400,000	Estimated costs of EFA are £400k per annum, based on £148k costs including expenses (2015/16 spend) and £252k on Essex County Legal Services.
G-04	Governance & Single Employer; uplift in OPCC costs	200,000	For the Governance and Single Employer models, the OPCC will spend an additional £200k per annum, replacing all of the current costs of EFA.
G-05	Single Employer - saving in Chief Officer pay	100,000	For the Single Employer model, we assume that there will be a saving equivalent to half of the salary cost of one chief officer, based on reported salaries and on-costs for Chief Constable in 2015/16 and Chief Fire Officer in 2015/16.
G-06	Implementation costs for Representation model	10,000	The costs of implementing the representation model are expected to be low; we have allowed for £10k in legal fees. Costs will be incurred in 2016/17.
G-07	Implementation costs for Governance model	285,000	The estimated costs of implementing the governance model are: Consultation: £60k, based on 6 month salary for communications specialist of £12-15k, plus on-costs (this assumes that no media advertising is required). Legal advice: £75k, based on low end of estimate from legal advisors. Specialist HR advice & delivery support for staff transfer - £50k. Other delivery costs, including management of consultation: £100k - high level estimate assumes project management-type support for six months. Consultation costs will all be incurred in 2016/17; other costs will be spread equally across 2016/17 and 2017/18.
G-08	Implementation costs for Single Employer model	430,000	The estimated costs of implementing the single employer model are: Consultation: £60k, based on 6 month salary for communications specialist of £12-15k, plus on-costs. Recruitment costs of chief officer - £20k (this assumes that no media advertising is required). Legal advice: £100k, based on high end of estimate from legal

Ref	Area	Value	Description
			advisors. Specialist HR advice & delivery support for staff transfer - £150k. Other delivery costs, including management of consultation: £100k - high level estimate assumes project management-type support for six months. The total implementation costs will be spread equally across three years: 2016/17, 2017/18 and 2018/19.
G-09	Financial assumption - VAT	20%	We assume that VAT will be incurred on implementation costs at the current rate of 20%.
G-10	Financial assumption - inflation	NA	We assume inflation in line with the July 2016 GDP deflator forecast from National Statistics. 2017/18: 1.8%; 2018/19: 2.1%; 2019/20: 1.9%; 2020/21: 2.0%.
G-11	Governance model - risk of equalising terms and conditions	30,000	Under the governance model, there is a low risk of a challenge to equalise existing terms and conditions, therefore this is considered to be a cost avoidance. If this risk occurs, there will be additional costs for specialist HR advice and delivery support in 2017/18 and 2018/19.
G-12	Single employer model - risk of equalising terms and conditions	150,000	Under the single employer model, there is a medium risk of a challenge to equalise terms and conditions. If this risk occurs, there will be additional costs for specialist HR advice and delivery support in 2017/18 and 2018/19.
G-13	Single employer model - risk of industrial action	212,000	Under the single employer model, there is a medium risk of industrial action. If this risk occurs, it will delay realisation of direct benefits by a year and incur another year's worth of implementation costs.
G-14	Financial assumption – discount rate	3.5%	The standard HM Treasury discount rate as set out in the Green Book.

B2 - Cost and benefits assumptions for potential collaboration opportunities

The following table provides a summary of the net benefits of each area of collaboration opportunities.

The detailed assumptions that sit behind these numbers are in the following table.

£m, 16/17 prices	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	NPV
Better working together to improve public safety	(0.6)	-	0.8	0.8	0.8	0.8	0.8	0.8	0.8	0.8	4.3
Sharing of estates	(0.2)	8.1	0.4	1.9	0.1	0.1	0.1	0.1	0.1	0.1	10.1
Enabling shared business service functions	(0.5)	(0.5)	1.2	1.2	1.2	1.2	1.2	1.2	1.2	1.2	5.9
Joint procurement initiatives	-	-	-	0.4	0.4	0.4	0.4	0.4	0.4	0.4	2.3
Further medium and long-term operational collaboration	-	-	(0.6)	-	1.8	1.8	1.8	1.8	1.8	1.8	9.0
Programme management	(0.3)	(0.3)	(0.3)	-	-	-	-	-	-	-	(0.9)
Net benefit / (cost)	(1.1)	7.3	(0.3)	4.3	4.2	3.5	4.2	4.9	4.9	4.9	30.8

Ref	Area	Value	Description
CP-01	Management of the collaboration programme	(900,000)	We have estimated costs of £300k in 2016/17, 2017/18 and 2018/19 across EP and ECFRS to manage this potential programme.
CP-02	First wave of operational initiatives - implementation costs	(1,240,000)	In line with the estimates included in the Police Transformation Fund bid, the ten initiatives that form the first wave of operational initiatives will cost £740k to implement in 2016/17 and £500k in 2017/18.
CP-03	First wave of operational initiatives - cashable benefits	500,000	The initiatives will realise £500k cashable benefits to EP and ECFRS per year when fully mobilised, starting with £250k in 2017/18 and then £500k per annum thereafter.
CP-04	First wave of operational initiatives - non-cashable benefits	250,000	The initiatives will realise £100k of financial, non-cashable benefits in 2016/17 to EP and ECFRS, then £250k per annum thereafter.
CP-05	Estates - move of OPCC to Kelvedon Park - costs	(200,000)	The costs of fitting out the space in Kelvedon Park for the OPCC to occupy are estimated as £200k; £150k in 2016/17 and £50k in 2017/18. We assume that this will be capitalised. We assume this figure covers the cost of moving.
CP-06	Estates - move of OPCC to Kelvedon	1,500,000	The asset value of the OPCC's current site (Hoffman's Way) is £1.5m. We assume that the property could be sold for this in

Ref	Area	Value	Description
	Park - one off cashable benefit		2017/18.
CP-07	Estates - move of OPCC to Kelvedon Park - ongoing cashable benefit	70,000	Current running costs of the OPCC office are £70k per annum and we assume that these would be saved from mid-2017/18 onwards. There will be some change in running costs for Kelvedon Park due to the increased occupation, but we assume that these are marginal. Some of the total running costs will be recharged to the OPCC.
CP-08	Estates - new police HQ built at Kelvedon Park - costs / savings	6,600,000	EP already has plans in place to build a new headquarters site. The main HQ functions and control room could be built at Kelvedon Park (Fire HQ site). This will reduce the capital expenditure (e.g. by reducing the amount of land needed to be purchased). The saving is estimated as 20% of the forecast cost of £33,000,000. We estimate that this saving would be realised in 2017/18.
CP-09	Estates - one off savings of building a joint operational emergency services centre	1,700,000	ECFRS and EP are considering options for a new operational emergency services centre site that will include fleet management workshops and operational training. Making this fully integrated could reduce the space requirement by 20% and so reduce the estimated cost for ECFRS and EP of c£8.5m by the same amount (based on mid-point estimate for both workshops). We estimate that this saving would be realised in 2019/20.
CP-10	Estates - better use of other estate - one off saving from reduction in cost of refurbishment	500,000	There are some opportunities for combining operational sites for ECFRS and EP. Three of the police sites currently planned for refurbishment could be transferred to local fire stations. This would require fit out of the fire stations, but this is expected to be £0.5m cheaper than the avoided costs of refurbishing the existing sites (currently estimated as £1-2m). We assume that the saving would be realised as the sites are released, estimated as two in 2018/19 and one in 2019/20.
CP-11	Enabling services - potential annual saving in ECFRS staff costs	1,000,000	Sharing enabling services should realise savings in the range of 10-15% of ECFRS's current spend of £8.8m on staff (2016/17 budget). We have attributed £1m per annum from this budget as the potential benefit. We expect this could be achieved from 2019/20 onwards.
CP-12	Enabling services - investment costs	(1,000,000)	We assume that ECFRS would be on-boarded to an existing provider. We assume the changes would be made over two years 2017/18 and 2018/19 at a total cost to ECFRS and EP of approximately £1m (a year's worth of benefit), with benefit then realised from 2019/20 onwards.
CP-13	Joint procurement initiatives - potential annual saving in IT systems spend	399,700	In ECFRS, £3.9m is spent on IT systems procurement and in EP the figure is £3.3m. We have allocated a conservative figure of 10% from the ECFRS procurement spend, which would be realisable in Years 4 and 5. The savings are predicated on realising economies of scale from partnership with a larger agency, although they will be offset by more stringent security requirements if ECFRS needs to align its IT standards with EP. This timing would allow existing contracts to run down, and aligned specification and open contracts to be drawn up for future procurements (which could be in other areas such as facilities management).
CP-14	Other collaboration - potential annual saving in control rooms spend	1,000,000	Control room collaboration between ECFRS and EP (and regionally) could deliver an estimated saving within Essex of £1m from 2020/21. This relies on planning for this being incorporated within the work EP is already carrying out to consider future options for their contact management model.

Ref	Area	Value	Description
CP-15	Other collaboration - wave 2 operational collaboration	[cf CP-02, CP-03, CP-04]	The potential costs and savings for wave 2 of operational collaboration assume at least the same costs and benefits of wave 1 collaboration and begin two years later, in 2018/19. We assume that the greater benefits (£500k p.a.) will be non-cashable, with a lower level of cashable benefits (£250k p.a.).
CP-16	Other collaboration - wave 3 operational collaboration	[cf CP-15]	We assume that a further wave (3) of operational collaboration will be achievable at the same level as wave 2. This will start three years later in 2021/22 (after the general election in 2020/21).
CP-17	Treatment of collaboration costs and benefits for the financial case.	NA	Savings in building costs or income from sale of buildings in Essex is counted as capital savings. We assume the costs of fit out (for OPCC move to Kelvedon Park) can be capitalised. We assume all other costs and benefits will be revenue.

B3 – Benefit realisation assumptions

The potential benefits of future collaboration provide in total an estimated Net Present Value of £30.8m over 10 years, as well as the potential to deliver public safety benefits to the people of Essex.

The benefits separate into five main categories. The first category includes a programme of operational collaboration, which have been agreed, and for which detailed planning is underway. The other categories are at early stages of development and will require significantly more work on their feasibility and potential to be fully confident of their achievability.

It is recognised that not all these benefits will be achievable due to a variety of reasons. To ensure that realistic benefits are apportioned to each model, the following assumptions have been applied to the benefits, which will be delivered for each of the options.

Ref	Area	Value	Description
BR-01	Representation Model	25%	The PCC would become the 26 th member of EFA, and would have limited influence to enable change. Only a small proportion of the benefits could realistically be delivered. For the purpose of this business case, it is assumed that only a quarter could be achieved.
BR-02	Governance Model	50-75%	The PCC would take on responsibility for the Governance of ECFRS. Through providing greater joint strategic leadership and direction, it is believed that a significant proportion of these benefits could be achieved. Realising that not all initiatives would be successful, between half and three quarters is felt to be a reasonable assumption.
BR-03	Single Employer Model	75%	The PCC would take on responsibility for the Governance of ECFRS, and the EP and ECFRS would come under a single employer. In addition to the opportunities identified as deliverable in the governance model, it is anticipated that benefits that would require the alignment of terms and conditions could also be delivered.

B4 - Planning assumptions

Description

The PCC will engage with the EFA on the emerging proposals alongside the further development of proposals and plan, including consultation documents, in order to be ready for formal consultation at the earliest opportunity.

PCC did go out to consultation, with the local authorities, other stakeholders and members of the public across Essex. The consultation period will be twelve weeks.

Following the completion of the consultation period and appropriate consideration of the feedback received, a revised business case will be submitted to the Home Office for Home Secretary approval. Advice from the Home Office suggests that we should allow approximately eight weeks for this although early engagement by sharing the draft business case will potentially accelerate this. We have assumed for this plan that there will be local agreement to the proposed governance arrangements; if there is not, a further 2-3 months may be required for the Home Office to gain the necessary independent scrutiny.

Implementation of the Governance model will require the creation of a new FRA by statutory instrument. The Policing and Crime Act gives the Secretary of State the power to make an order which makes the PCC the FRA for the area covered by the order. The order will also provide "for the creation of a corporation sole" as the FRA for the area specified in the order.

A statutory transfer scheme will be required to move staff, contracts and assets to the new FRA.

Based on current assumptions the realistic target implementation date for the new governance arrangements is 1 October 2017.

Further analysis is required of the arrangements that will be required to secure a smooth transition of financial management arrangements at the half-year point.

APPENDIX C - LOCAL BUSINESS CASE RISK REGISTER

This table summarises an initial view of the risks associated with the implementation of the Governance model and proposals for mitigation. These are actively managed by the SGB throughout the period prior to submission to the Home Office.

Risk	Cause	Consequence	Inherent Risk		Control Measures Attributable to the Risk	Residual Risk			
There is a risk that existing collaboration initiatives do not make the expected progress.	Staff do not buy-in to the changes.	Collaboration opportunities which do not rely upon joint governance are not achieved.	3 - Probable	5 - Significant	15	There is robust programme management reporting regularly into the Governance Board.	2 - Possible	5 - Significant	10
There is a risk that oversight of police performance is reduced due to the new focus on the transition and fire performance.	The PCC or the OPCC have insufficient capacity.	There is insufficient capacity to effectively support or scrutinise both the ECFRS and EP.	3 - Probable	5 - Significant	15	Initial planning underway to look at the future of the OPCC, and a Transition Planning Group has been established with a PID setting out the scope of the work. Initial Project Plan in place.	2 - Possible	5 - Significant	10
There is a risk that key partners may be concerned that it might diminish benefits planned in existing partnerships.	There is insufficient engagement of the benefits of the change, and the alignment of benefits with key partners.	Key Partners begin to withdraw and have a negative impact on operational delivery.	3 - Probable	5 - Significant	15	Communication and engagement with existing key partners to ensure scope is understood and benefits are aligned.	2 - Possible	5 - Significant	10
There is a risk that the novation of commercial contracts will identify problems which need to be resolved prior to transfer.	The transfer of the contracts to the new legal entity causes issues.	There may be delays or additional costs associated with the novation of the contracts.	2 - Possible	5 - Significant	10	A financial due-diligence is being undertaken to identify any potential risk areas.	2 - Possible	5 - Significant	10

There is a risk that Police and Fire resources cannot be made available to run collaboration initiatives.	Individual organisation priorities prevent resources from being made available.	Collaboration opportunities are not achieved.	2 - Possible	5 - Significant	10	<ul style="list-style-type: none"> Close engagement with Strategic Governance Board, which oversees both the governance and collaboration programme. Commitment from members of programme board to provide resources. 	2 - Possible	5 - Significant	10
There is a risk of Judicial Review of the Local Business Case.	There is a view that due process has not been followed in the development of the business case, the consultation or subsequent Home Office decisions.	The introduction of a Judicial Review would have a significant delay on the implementation.	2 - Possible	10 - Major	20	<ul style="list-style-type: none"> Ensure business case is strong and undergoing regular review. Evidence based assertions used to make options assessments. Undertake a robust consultation process, which is quality assured by and independent assessor. Consultation Institute engaged on providing assurance over the quality of the public consultation. 	1 - Unlikely	10 - Major	10
There is a risk that the benefits included in the Local Business Case may be over-stated and prove not possible to deliver after the governance model changes.	The assumptions underpinning the business case are not robust.	Financial savings would have to be sought from other areas.	2 - Possible	5 - Significant	10	Robust scrutiny of the financial assumptions, which are underpinning the business case.	2 - Possible	5 - Significant	10
There is a risk that the tight timescales will prevent the planned October 'Go-Live' date from being achieved.	The 12 week consultation period and the time required for the Home Office to assess the business case and prepare the statutory instrument.	The role out of the new governance model would have to be delayed until a later date.	3 - Probable	5 - Significant	15	<ul style="list-style-type: none"> Work closely with the Home Office to develop an achievable timetable. Transition Planning underway to set out what needs to be undertaken to enable the proposed date to be achieved. 	2 - Possible	5 - Significant	10

There is a risk that elements of joint branding may incrementally develop without agreement as collaboration initiatives are developed.	The project teams developing the collaboration initiatives try and create a joint identify for the project.	There is a public perception that the roles of fire fighters and police officers are being merged creating confidence issues, or challenges from unions and staff representative bodies.	3 - Probable	5 - Significant	15	Clear direction from the Strategic Governance Board that no joint branding is developed.	2 - Possible	5 - Significant	10
There is a risk that there are delays in estates collaboration regarding the fleet workshop.	Differing operational needs result in difficulty in coming to an agreed solution.	Delays in the delivery could reduce confidence in police and fire collaboration and cause operational disruption.	2 - Possible	5 - Significant	10	A Task and Finish Group has been established by the Strategic Governance Board to lead on developing a business case for shared fleet workshops.	2 - Possible	5 - Significant	10
There is a risk that existing collaboration initiatives do not make the expected progress.	Staff do not buy-in to the changes.	Collaboration opportunities which do not rely upon joint governance are not achieved.	3 - Probable	5 - Significant	15	There is robust programme management reporting regularly into the Governance Board.	2 - Possible	5 - Significant	10

APPENDIX D – FINANCIAL DETAILS

The LBC was created with the support of PA Consulting who led on the development of the financial figures which underpin the business case. The figures were developed after significant engagement with colleagues at ECFRS and EP, and the figures were discussed and challenged at the SGB. Where possible, audited figures have been used as a basis for the calculations.

The financial detail that underpins the information in the LBC that are broken down into the following sections:

Direct Governance Costs and Benefits

D1 - Discount multiplier and direct governance operating costs.

D2 - Financial detail – Representation option.

D3 - Financial detail – Governance option.

D4 - Financial detail – Single employer option.

Potential Collaboration Benefits

D5 - Financial detail – Potential collaboration programme.

These are set out below.

D1 – Discount multiplier and direct governance operating costs

	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	TOTAL	NPV
Discount multiplier	1.000	0.966	0.934	0.902	0.871	0.842	0.814	0.786	0.759	0.734		
Inflation multiplier	1.000	1.018	1.039	1.059	1.080	1.102	1.124	1.146	1.169	1.193		

Assumptions

Change in direct governance operating costs

	Current costs		Governance	
Police & Crime Panel	70,000	Council	70,000	Council
OPCC	1,200,000	Police	1,400,000	Shared
Essex Fire Authority	400,000	Fire	-	NA
Direct governance costs	1,670,000		1,470,000	
Police pay	1,200,000		1,120,000	
Fire pay	400,000		280,000	

D2 – Financial detail - Representation option

Representation Model

	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	TOTAL	NPV
Implementation costs												
Legal	(10,000)	1.0	-	-	-	-	-	-	-	-		
Implementation costs	(10,000)											
Change in governance costs												
All	-	-	0.5	1.0	1.0	1.0	1.0	1.0	1.0	1.0		
Change in governance costs												
SUMMARY FOR ECONOMIC CASE (£'000)												
Implementation costs	(10)	-	-	-	-	-	-	-	-	-	(10)	(10)
Change in direct governance costs	-	-	-	-	-	-	-	-	-	-	-	-
Total cost / (saving)	(10)										(10)	(10)

D3 – Financial detail - Governance option

Governance Model

	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	TOTAL	NPV
Implementation costs												
Consultation	(60,000)	1.0	-	-	-	-	-	-	-	-	-	-
Legal	(75,000)	0.5	0.5	-	-	-	-	-	-	-	-	-
Other delivery costs	(150,000)	0.5	0.5	-	-	-	-	-	-	-	-	-
Implementation costs	(172,500)	(112,500)	-	-	-	-	-	-	-	-	-	-
Change in governance costs												
Police & Crime Panel	-	-	0.5	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
OPCC	(200,000)	-	0.5	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Essex Fire Authority	400,000	-	0.5	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Change to chief salaries	-	-	0.5	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Change in direct governance costs	-	100,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000
Risks												
Standardise Ts & Cs	10%	-	(150,000)	(150,000)	-	-	-	-	-	-	-	-
Total	-	(15,000)	(15,000)	-	-	-	-	-	-	-	(30,000)	(28,495)
SUMMARY FOR ECONOMIC CASE (£'000)												
Implementation costs	(173)	(113)	-	-	-	-	-	-	-	-	(285)	(281)
Change in direct governance costs	-	100	200	200	200	200	200	200	200	200	1,700	1,425
Risks	-	(15)	(15)	-	-	-	-	-	-	-	(30)	(28)
Total cost / (saving)	(173)	(28)	185	200	200	200	200	200	200	200	1,385	1,115
SUMMARY FOR FINANCIAL CASE (£'000, nominal terms)												
Implementation costs												
Consultation	(60.0)	-	-	-	-	-	-	-	-	-	-	-
Legal	(37.5)	(38.2)	-	-	-	-	-	-	-	-	-	-
Other delivery costs	(75.0)	(76.4)	-	-	-	-	-	-	-	-	-	-
Total, nominal terms	(172.5)	(114.5)	-	-	-	-	-	-	-	-	-	-
Risks	-	(15.3)	(15.6)	-	-	-	-	-	-	-	-	-
Running costs												
Change in governance costs	-	101.8	207.9	211.8	216.1	220.4	224.8	229.3	233.9	238.5		
Change in EFA costs	120,000	61.1	124.7	127.1	129.6	132.2	134.9	137.6	140.3	143.1		
Change in Essex PCC	80,000	40.7	83.2	84.7	86.4	88.2	89.9	91.7	93.5	95.4		

D4 – Financial detail – Single employer option

Single Employer Model

	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	TOTAL	NPV
Implementation costs												
Consultation	(60,000)	1.0	-	-	-	-	-	-	-	-	-	-
Legal	(100,000)	0.3	0.3	0.3	-	-	-	-	-	-	-	-
Other delivery costs	(250,000)	0.3	0.3	0.3	-	-	-	-	-	-	-	-
Recruitment	(20,000)	0.3	0.3	0.3	-	-	-	-	-	-	-	-
Implementation costs	(183,333)	(123,333)	(123,333)	-	-	-	-	-	-	-	-	-
Change in governance costs												
Police & Crime Panel	-	-	-	0.5	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
OPCC	(200,000)	-	-	0.5	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Essex Fire Authority	400,000	-	-	0.5	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Change to chief salaries	100,000	-	-	0.5	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Change in direct governance costs	-	-	150,000	300,000	300,000	300,000	300,000	300,000	300,000	300,000	300,000	300,000
Risks												
Risk of industrial action	50%											
Delay to benefits	50%	-	-	(150,000)	(150,000)	-	-	-	-	-	-	-
Additional costs	50%	-	-	-	(123,333)	-	-	-	-	-	-	-
Risk of challenge to Ts & Cs												
Additional costs	50%	(150,000)	(150,000)									
Total	-	(75,000)	(150,000)	(136,667)	-	-	-	-	-	-	(361,667)	(335,756)
SUMMARY FOR ECONOMIC CASE (£'000)												
Implementation costs	(183)	(123)	(123)	-	-	-	-	-	-	-	(430)	(418)
Change in direct governance costs	-	-	150	300	300	300	300	300	300	300	2,250	1,852
Risks	-	(75)	(150)	(137)	-	-	-	-	-	-	(362)	(336)
Total cost / (saving)	(183)	(198)	(123)	163	300	300	300	300	300	300	1,458	1,099

D5 – Financial detail – Potential collaboration programme

	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	TOTAL	NPV
Discount multiplier	1.000	0.966	0.934	0.902	0.871	0.842	0.814	0.786	0.759	0.734		
Inflation multiplier	1.000	1.018	1.039	1.059	1.080	1.102	1.124	1.146	1.169	1.193		
PROGRAMME MANAGEMENT												
Collaboration programme management costs	(300,000)	(300,000)	(300,000)	-	-	-	-	-	-	-	(900,000)	(869,908)
BETTER WORKING TOGETHER TO IMPROVE PUBLIC SAFETY												
Costs	(740,000)	(500,000)	-	-	-	-	-	-	-	-	(1,240,000)	(1,223,092)
Cashable benefits	-	250,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	4,250,000	3,562,297
Non-cashable benefits	100,000	250,000	250,000	250,000	250,000	250,000	250,000	250,000	250,000	250,000	2,350,000	2,001,922
Net benefit	(640,000)	-	750,000	750,000	750,000	750,000	750,000	750,000	750,000	750,000	5,360,000	4,341,127
SHARING OF ESTATES												
	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	TOTAL	NPV
Move OPCC to Kelvedon Park												
Investment cost	(200,000)	0.8	0.3	-	-	-	-	-	-	-		
Sale of current site	1,500,000	-	1.0	-	-	-	-	-	-	-		
Current run-costs	70,000	-	0.5	1.0	1.0	1.0	1.0	1.0	1.0	1.0		
Investment cost	(150,000)	(50,000)	-	-	-	-	-	-	-	-		
Sale of current site	-	1,500,000	-	-	-	-	-	-	-	-		
Current run-costs	-	35,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000		
Potential costs & savings	(150,000)	1,485,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	1,895,000	1,749,688
Police HQ functions built on Kelvedon Park site (including control room & training college)												
Net saving	6,600,000	-	1.0	-	-	-	-	-	-	-		
Potential costs & savings	-	6,600,000	-	-	-	-	-	-	-	-	6,600,000	6,376,812
Operational emergency services centre, (including Integrated fleet management workshops and operational training)												
Net saving	1,700,000	-	-	-	1.0	-	-	-	-	-		
Potential costs & savings	-	-	-	-	1,700,000	-	-	-	-	-	1,700,000	1,533,303
Better use of other estate												
Reduction in cost of refurbishment	500,000	-	-	0.7	0.3	-	-	-	-	-		
Disposal of sites	-	-	-	0.7	0.3	-	-	-	-	-		
Saving in running costs of disposed site	-	-	-	0.7	0.3	-	-	-	-	-		
Investment cost	-	-	333,333	166,667	-	-	-	-	-	-		
Sale of current site	-	-	-	-	-	-	-	-	-	-		
Potential costs & savings	-	-	333,333	166,667	-	-	-	-	-	-	500,000	461,494
Facilities management												
Net saving	-	-	-	-	1	1	1	1	1	1		
Potential costs & savings	-	-	-	-	-	-	-	-	-	-		
Total sharing of estates	(0.2)	8.1	0.4	1.9	0.1	0.1	0.1	0.1	0.1	0.1	10.7	10.1

SHARED BUSINESS SERVICE FUNCTIONS

	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	TOTAL	NPV
Shared teams												
Costs	(1,000,000)	-	0.5	0.5	-	-	-	-	-	-	-	-
Savings	1,000,000	-	-	-	1	1	1	1	1	1	1	1
Cost of change - enabling services	-	(500,000)	(500,000)	-	-	-	-	-	-	-	-	(949,847)
Timing - enabling services	-	-	-	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	5,707,992
Potential costs & savings	-	(500,000)	(500,000)	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	6,000,000	4,758,145
Fleet management												
Net saving	206,800	-	-	-	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Potential costs & savings	-	-	-	-	206,800	206,800	206,800	206,800	206,800	206,800	206,800	1,447,600
Total shared business service functions	-	(0.5)	(0.5)	1.2	1.2	1.2	1.2	1.2	1.2	1.2	7.4	5.9

JOINT PROCUREMENT INITIATIVES

	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	TOTAL	NPV
Potential saving in IT contract running costs												
IT savings	399,700	-	-	-	1	1	1	1	1	1	1	1
Potential costs & savings	-	-	-	-	399,700	399,700	399,700	399,700	399,700	399,700	399,700	2,797,900
Other procurement savings												
Other procurement 5%	-	-	-	-	1	1	1	1	1	1	1	1
Potential costs & savings	-	-	-	-	0	0	0	0	0	0	0	0
Total joint procurement initiatives	-	-	-	-	0.4	0.4	0.4	0.4	0.4	0.4	0.4	2.8

FURTHER MEDIUM AND LONG-TERM OPERATIONAL COLLABORATION

	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	TOTAL	NPV
Wave 2 operational collaboration												
% of wave 1	100%	-	-	-	-	-	-	-	-	-	-	-
Total cost	-	-	(740,000)	(500,000)	-	-	-	-	-	-	-	(1,141,769)
Non-cashable benefits	-	-	-	250,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	2,628,510
Cashable benefits	-	-	100,000	250,000	250,000	250,000	250,000	250,000	250,000	250,000	250,000	1,520,349
Potential costs & savings	-	-	(640,000)	-	750,000	750,000	750,000	750,000	750,000	750,000	750,000	3,860,000
Wave 3 operational collaboration												
% of wave 2	100%	-	-	-	-	-	-	-	-	-	-	-
Total cost	-	-	-	-	-	(740,000)	(500,000)	-	-	-	-	(1,029,810)
Non-cashable benefits	-	-	-	-	-	-	250,000	500,000	500,000	500,000	500,000	1,342,942
Cashable benefits	-	-	-	-	-	100,000	250,000	250,000	250,000	250,000	250,000	857,356
Potential costs & savings	-	-	-	-	-	(640,000)	-	750,000	750,000	750,000	750,000	1,610,000
Potential saving in control room												
Saving	1,000,000	-	-	-	-	1	1	1	1	1	1	1
Potential costs & savings	-	-	-	-	-	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	6,000,000
SUMMARY												
Costs	-	-	(740,000)	(500,000)	-	(740,000)	(500,000)	-	-	-	-	(2,171,580)
Cashable benefits	-	-	100,000	250,000	1,250,000	1,350,000	1,500,000	1,500,000	1,500,000	1,500,000	1,500,000	7,183,755
Non-cashable benefits	-	-	-	250,000	500,000	500,000	750,000	1,000,000	1,000,000	1,000,000	1,000,000	3,971,452
Total further medium and long-term operational collaboration	-	-	(640,000)	-	1,750,000	1,110,000	1,750,000	2,500,000	2,500,000	2,500,000	11,470,000	8,983,627

SUMMARY TOTAL

	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	TOTAL	NPV
Total potential costs and benefits (real terms)												
Cost	(1,190,000)	(1,350,000)	(1,540,000)	(500,000)	-	(740,000)	(500,000)	-	-	-	(5,820,000)	(5,412,736)
Benefit	100,000	8,635,000	1,253,333	4,793,167	4,176,500	4,276,500	4,676,500	4,926,500	4,926,500	4,926,500	42,690,500	36,208,921
Net impact	(1,090,000)	7,285,000	(286,667)	4,293,167	4,176,500	3,536,500	4,176,500	4,926,500	4,926,500	4,926,500	36,870,500	30,796,185
What will be achieved..												
												7,699,046
												15,398,092
												23,097,139
Summary by funding type (real terms)												
Revenue cost	(1,040,000)	(1,300,000)	(1,540,000)	(500,000)	-	(740,000)	(500,000)	-	-	-		
Revenue saving	-	285,000	670,000	2,426,500	3,426,500	3,526,500	3,676,500	3,676,500	3,676,500	3,676,500		
Net revenue impact	(1,040,000)	(1,015,000)	(870,000)	1,926,500	3,426,500	2,786,500	3,176,500	3,676,500	3,676,500	3,676,500		
Capital cost	(150,000)	(50,000)	-	-	-	-	-	-	-	-		
Capital saving	-	8,100,000	333,333	1,866,667	-	-	-	-	-	-		
Net capital impact	(150,000)	8,050,000	333,333	1,866,667	-	-	-	-	-	-		
CHECK	NA	-	-	-	-	-	-	-	-	-		
Potential financial saving for Governance option (including inflation)												
Mid point %												
Revenue cost	(650,000)	(827,125)	(1,000,401)	(330,977)	-	(509,636)	(351,235)	-	-	-	(3,669,374)	
Revenue saving	-	181,331	435,240	1,606,231	2,313,549	2,428,689	2,582,634	2,634,286	2,686,972	2,740,712	17,609,644	
Net revenue impact	(650,000)	(645,794)	(565,162)	1,275,254	2,313,549	1,919,054	2,231,398	2,634,286	2,686,972	2,740,712	13,940,269	
Capital cost	(93,750)	(31,813)	-	-	-	-	-	-	-	-	(125,563)	
Capital saving	-	5,153,625	216,537	1,235,647	-	-	-	-	-	-	6,605,809	
Net capital impact	(93,750)	5,121,813	216,537	1,235,647	-	-	-	-	-	-	6,480,247	

D6 – Financial detail – Inflation and discount assumptions

Net Present Value is used to calculate the total of all cash flows (in and out) that can be directly linked to a project. A discount factor is applied to the cash flow to give it its present value. The inflation and discounts assumptions used throughout the LBC are included below.

	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	
Base year	-	1	2	3	4	5	6	7	8	9	
Inflation (%)		1.8%	2.1%	1.9%	2.0%	2.0%	2.0%	2.0%	2.0%	2.0%	
Discount multiplier	3.5%	1.000	0.966	0.934	0.902	0.871	0.842	0.814	0.786	0.759	0.734
Inflation multiplier		1.000	1.018	1.039	1.059	1.080	1.102	1.124	1.146	1.169	1.193

APPENDIX E – SUCCESS MEASURES

In addition to the legislative CSFs set out above in Section 2.4 - as defined by the measures of success set out in the Policing and Crime Act, there is a range of other measures that we will use to assess the success of the proposals. They are as follows:

CSF	Success Measures
Effectiveness	<p>Improved public access to police and fire services through shared online information.</p> <p>Enhanced communication and understanding of other service.</p> <p>Enhanced performance by improved inter-operability and operational deployments.</p> <p>Shared estates and assets facilitate.</p> <p>Reduced overlap in service provision through improved daily interactions on tactical analysis and response options.</p> <p>Better focussing of resources to more effectively target the most vulnerable.</p>
Efficiency	<p>Collaborative co-ordinated responses and improved capability of agencies to deal with incidents.</p> <p>A co-ordinated emergency service response will improve the capability of agencies to deal with incidents.</p> <p>Flexible emergency response and operational arrangements.</p> <p>Improved deployment of appropriate resources will improve the demand management on available resources.</p> <p>Improved delivery of community engagement in the rural community.</p> <p>Improved delivery of integrated emergency services in the rural community.</p> <p>Delivery of joint community prevention and protection models.</p> <p>Shared responsibility in terms of protecting the vulnerable and those at highest risk.</p>
Economy	<p>Deliver financial benefits of joint governance totalling £15m-£23m over 10 years.</p> <p>Reduced overheads and better space utilisation ratios through joined up provision of facilities management.</p> <p>Savings generated through the removal of duplication of property costs, sharing utilities.</p> <p>Reduction in administrative burden and improved economies of scale through the sharing of enabling services such as HR, Finance, Fleet management and IT.</p>
Public Safety	<p>Vulnerable people feel safer as a result of collaborative programmes.</p> <p>Improved joint response to domestic, safeguarding or troubled families' related issues.</p> <p>Improved response to operational incidents.</p> <p>Improved community engagement to increase public confidence in the emergency services.</p> <p>Reduced severity of incidents by improving community resilience and visibility of emergency services staff.</p> <p>Improved times for the conclusion of joint investigations (fire and crime).</p>
Transition to new governance model	<p>Service levels will be maintained at current levels, or improved during the period of change.</p> <p>Governance changes established within planned timescales as set out in transition plan.</p> <p>Establishment of new scrutiny arrangements within revised governance model.</p> <p>Effective restructure of OPCC team to cover new responsibilities.</p> <p>Successful transfer of staff and commercial contracts with minimum disruption.</p> <p>Effective Staff & Union engagement.</p> <p>Effective Public engagement.</p>

APPENDIX F – CONSULTATION REPORT

Local Business Case for Joint Governance of Police and Fire & Rescue in Essex

Public consultation results and evaluation

May 2017

Proposal by: Roger Hirst, Police and Crime Commissioner for Essex

Responsible Officer: Susannah Hancock, Chief Executive

Authors: Adam Kendall, Assistant Director of Performance and Georgina Button,
Communications Officer

F1. Introduction

To improve emergency services and facilitate collaboration, the Policing and Crime Act 2017 sets out three alternative options to the status quo (the “do nothing” option). These are:

- The “representation option”, whereby Police and Crime Commissioners (PCC) would join the local Fire and Rescue Authority (FRA) as a member with full voting rights.
- The “governance option”, whereby PCCs would take on the role of the FRA but would maintain separate organisations of Fire and Rescue and Police.
- The “single employer option”, which would go a step further by combining the Police and Fire and Rescue services under the leadership of a single Chief Officer.

Where the PCC wishes to change governance arrangements, the Policing and Crime Act 2017 requires the PCC to undertake a consultation with the public on the options.

The public consultation conducted by the Essex Office of Police and Crime Commissioner (OPCC) consulted on the options for change (representation, governance and single employer). It aimed to clearly communicate the three governance options set out in the Local Business Case (LBC). It sought views on these options from a range of stakeholders and the public.

A communications and engagement plan (see Appendix F1), which set out the planned approach to the consultation, underwent review and sign off by key stakeholders, including the Emergency Services Collaboration Strategic Governance Board (SGB) and Essex Fire Authority (EFA).

In advance of the consultation launch and throughout the process, the OPCC took independent, professional consultation quality assurance advice from The Consultation Institute in order to ensure that the consultation process was transparent, accessible and fair. At the same time a Communications Working Group was established across the OPCC, Essex County Fire and Rescue Service (ECFRS) and Essex Police (EP) to put coordinated plans in place to communicate with officers, staff, unions and staff associations.

It was agreed that communications spend would be largely digital by design, with some spend allocation on printed materials to ensure information was accessible and delivered through a range of channels.

It was also agreed that activity would capture both quantitative and qualitative data collected via the methods set out in the communications and engagement plan.

F2. Delivering the engagement plan – the activity

The LBC public consultation ran for 12 weeks, from the 16th February 2017 – 10th May 2017.

Effective communications and stakeholder engagement were executed using a range of materials and channels, consisting of:

- the full local business case.
- a dedicated consultation website.
- a concise leaflet.
- a consultation questionnaire with pre-paid envelopes.
- a four minute film.
- an easy to read, large text, plain English document.
- a process timeline.
- frequently asked questions.

All materials that were produced can be found in section F4.

F3. Summary of 12 week consultation activity

Consultation and engagement activity was carried out through three phases. These were:

- **Phase 1** - involved the launch of the survey and engagement activity to seek the public’s response to consultation questions.
- **Phase 2** - enabled further discussion and engagement with harder to reach groups. In the case of this consultation, activity focused largely on the under 25 age group.
- **Phase 3** - assessed the results, produced this evaluation report and sought sign off from a sub group of the Police and Crime Panel and The Consultation Institute.

A summary of the key activity that was undertaken during Phases 1, 2 & 3 is included in Table F1.

Table F1: Consultation Activity

PHASE 1 (20/2 – 31/3)	<ul style="list-style-type: none"> • Launched and distributed consultation, using a range of materials. • Printed materials including leaflets questionnaires and pre-paid envelopes were distributed to all Essex libraries and Police Stations. • Communicated all consultations materials to the public and media through print, digital, public meetings, media interviews and social media. • Communicated with top tier local authorities and key stakeholders via letters, telephone calls, face to face meetings, presentations and formal decision making processes. • A Communications Working Group comprising of the OPCC Lead Communications Officer, Head of Communications for ECFRS and Head of Communications for Essex Police was formed. Fortnightly meetings were held to ensure both ECFRS and Essex Police received internal briefings, face to face briefings and all materials via established communications channels. All staff had access to printed and online materials. • All fire and police unions/staff associations were invited to discuss the consultation via phone or face to face. Meetings were carried out and discussions will continue as business as usual engagement. • PCC and DPCC utilised existing engagement events to promote the consultation and answer questions on the LBC.
PHASE 2 (01/4 – 10/5)	<ul style="list-style-type: none"> • Continued to engage with the public using Phase 1 channels and approach. • Conducted events/focus groups and public meetings to drive up awareness and gather qualitative data. • Continued to support and ensure meetings with staff and unions/staff associations are made available on request. • Respond to media enquiries. • Scored all responses and views. • Presented findings and methods to external scrutiny panel.
PHASE 3 (10/5/19/5)	<ul style="list-style-type: none"> • Completed scoring responses and views. • Gathered all information needed for post formal consultation evaluation. • Received final review and assurance mark from The Consultation Institute. • Communicate close and next step to staff, the public and media. • Incorporate consultation responses in the LBC, submit to Home Office and Publish final version online.


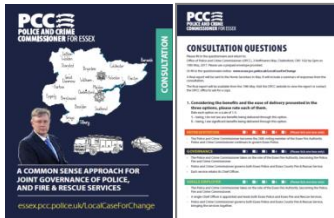


F4. Communications channels, content and materials

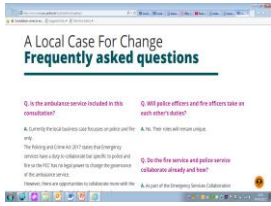


There was a range of material developed to support the consultation and make it as accessible as possible. A summary of all the materials and where they can be accessed in full is included in Table F2.

All materials and reference documents are available on the consultation website which will remain live until the end of October 2017.

Where the provider has subsequently removed the content, it may not be possible to view all of the example links.

Table F2: Communication channels, content and materials

Channel	Material
Website:	 <p>http://www.essex.pcc.police.uk/localcaseforchange/</p>
Printed and online: Leaflet, questionnaires, pre-paid envelopes	 <p>https://www.essex.pcc.police.uk/wp-content/uploads/2017/02/PCC-Consultation-leaflet-WEB-edit.pdf</p>
Four minute film providing a summary of the options and the benefits	 <p>https://www.youtube.com/watch?v=w6m4fPcVmQ4</p>
Online and printable plain English 'easy to read' document	<p>Awarded Plain English standard quality mark.</p>  <p>https://www.essex.pcc.police.uk/wp-content/uploads/2017/02/25838-PCC-easy-public-consultation-document-highlighted-revised-21-February-2017-GB-Final.pdf</p>

Channel	Material
Online frequently asked questions	 <p>http://www.essex.pcc.police.uk/localcaseforchange/faqs/</p>
Online timeline:	 <p>https://www.essex.pcc.police.uk/wp-content/uploads/2017/02/Police-and-Fire-Collaboration-Timeline-170216.pdf</p>
Notice for parish and town council noticeboards:	

F5. Engagement and reach

The following provides a summary of stakeholders consulted with, consisting of three key groups:

Key stakeholders

Key stakeholders are organisations, Chief Officers and elected representatives who can affect or be affected by the proposed options in the LBC.

- Essex Fire Authority (EFA)
- Essex County Fire and Rescue Service (ECFRS) senior leaders
- Essex Police (EP) senior leaders
- Essex County Council
- Southend-on-Sea Borough Council
- Thurrock Council
- Chief Executives of other Essex local authorities
- Members of Parliament

Public and media

- Essex residents; a range of ages and demographics
- National and local media

Staff and unions/representative bodies

- ECFRS staff
- EP staff and officers
- Unions and representative bodies (Fire and Rescue and Police)

The following table provides a summary of the stakeholder engagement. A comprehensive engagement tracker details all engagement and reach see Appendix F2. Example links provided may no longer work.

Table F3: Communication channels, content and materials.

Face to face reach (via meetings, focus groups)	870 people
Media reach (*TV, print, radio, social media)	Over 1.3 million potential viewers/listeners. This figure was estimated using audience figures of programmes that provided the coverage.

TV/Radio coverage included:

- **BBC Look East Interview:** <http://www.bbc.co.uk/iplayer/episode/b08dwm5x/look-east-evening-news-16022017>
- **ITV Anglia interview:** <http://www.itv.com/news/anglia/2017-02-16/essex-police-and-crime-commissioner-could-control-fire-service-as-well-as-police/>
- **Heart FM interview:** <http://www.heart.co.uk/essex/news/local/last-week-for-essex-fire-consultation/#IACsRp2A2mEjltFP.97>
- **BBC Radio Essex interview**

Examples of print/online:

- **Police Professionals:** <http://www.policeprofessional.com/news.aspx?id=28509>
- **Policing Insights:** <https://policinginsight.com/opinion/start-race-become-first-police-fire-crime-commissioner/> (Registration required to view article)
- **Essex Live:** <http://www.essexlive.news/how-will-changes-to-essex-police-and-essex-county-fire-and-rescue-service-impact-you/story-30141016-detail/story.html>
- **Colchester Gazette:** http://www.gazette-news.co.uk/news/local/colchester/15097024.Police_and_fire_service_governance_could_merge_and_police_want_your_views/
- **Halstead Gazette:** http://www.halsteadgazette.co.uk/news/15098123.New_fire_commissioner_could_be_nation_s_first/?ref=RSS
- **Dedham Parish Council website:** <http://www.essexinfo.net/dedhamparishcouncil/news/police-and-crime-commissioner/>
- **Henham Parish Council website:** http://www.henham.org/police_public_consultation.html
- **Leigh Times:** <http://bit.ly/2q8FQqs>
- **Ongar News:** printed article which sells approximately 2,500 copies
- **Primary Times:** Advert in publication which is distributed to 96,000 primary school parents
-

Ongar News article:

ONGAR NEWS

The new Policing and Crime Act 2017 places duty on police and crime commissioners to develop further collaboration between emergency services to improve the way they respond to incidents under the authority of Police, Fire & Crime Commissioner under a local case has been made.

Working closely with partners, PCCs have set the challenge to develop a new way of working that maximises governance options and on the 27th February launched a 12 week public consultation, setting the focus of the public debate.

Commenting on the local case, Mr Hildyard: "There is no opportunity here to look at the better collaboration will make a better response to public safety issues across the county."

"Reasons considered about fire and police governance as a better or effective collaboration. Delivering this ambitious programme for Essex could mean a 10% reduction in costs."

"The proposed joint governance of both services is not a merger, both services will remain distinct. A Police Officer will continue to have Police Officers in the other parts of the other services. To bring the governance together will allow for joint practice benefits and cost benefits. Some areas where we may be able to see closer collaboration would be: transport teams, making better use of buildings, purchasing equipment together and sharing support functions."

"It won't change what officers are doing on the ground and it won't change their terms and conditions, but it will mean a different way of working together could be more effectively delivered."

Mr Hildyard said: "There is an opportunity to work better together, to ensure maximum benefit from, such as sharing people, supporting vulnerable people and effective youth programmes such as FireRed."

The consultation asks you to consider three options:

The Representation Model is the PCC becomes the 10th voting member of the Essex Fire Authority and continues to govern Essex Police, retaining full operational control of the emergency services to implement, it will be harder to achieve new collaboration.


The Joint Governance Model is the PCC being in control of the Essex Fire Authority, and maintaining police, fire and crime commissioner. The commissioner would have both the fire and police services, while each operation would be managed by their respective officers which has to be agreed.

The Single Employer Model is the PCC being in the role of the Essex Fire Authority, retaining police, fire and crime commissioner, but a single employer responsible for both services. This option has the potential to be the most effective model, implementing the changes to be fully integrated.

If the joint governance option is agreed, Mr Hildyard will be able to raise a budget of £30 million however the budget of Essex services would remain separate.

Commenting on the new consultation, Mr Hildyard said: "I've made a call for joint governance. I believe this option will ensure the services can be more effectively aligned and will speed up collaboration in working and sharing of knowledge and resources. The challenge will be to make it work and to make sure that the services something I'm considering and it's a priority for Essex and the PCC."

So far there have been over 20,000 views of the consultation film regarding the options and responses to change. In the first two weeks over 700 people in Essex submitted their views, other visitors to page however, the majority of the responses have come from white, British males over the age of 50. The PCC would like to make representations through focus groups and to both groups a series of listening engagement sessions with focus groups and these sessions throughout Essex and April.



The local business case being written consultation information and the questionnaire can be found on the PCC website: www.essex.pcc.police.uk/LocalCaseForChange

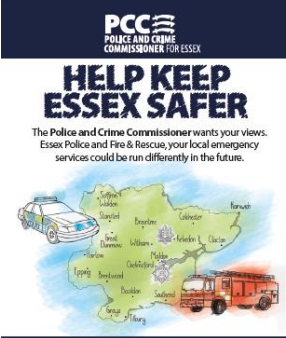
In the local case you will find detailed information about the possible benefits of closer collaboration including the estimated savings.

The consultation will be held "in a number of public meetings will be held in a number of locations across the business case this will be submitted to the Home Secretary, who will then decide whether to support it."

Please give your views:
Fill in the questionnaire online: www.essex.pcc.police.uk/LocalCaseForChange

Contact the PCC office if you require further information:
Email: localcase@essex.pcc.police.uk
Write to: PCC, LocalCaseForChange, Chelmerford, Essex CV9 3UG

Primary Times advert:



PCC POLICE AND CRIME COMMISSIONER FOR ESSEX

HELP KEEP ESSEX SAFER

The Police and Crime Commissioner wants your views. Essex Police and Fire & Rescue, your local emergency services could be run differently in the future.

Find out how and have your say. Respond now. Don't delay. Closes 10th May.
www.essex.pcc.police.uk/LocalCaseForChange

Examples of events:

- 1 Local Government Association’s Fire Conference 2017
- 1 OPCC Annual Conference - 230 attendees and key note address from MP Brandon Lewis.
- 5 public engagement events across the county
- 2 Universities – pop up cinema events
- 2 volunteer police cadets group focus groups
- 6 Fire station visits and an ECFRS managers briefing

Examples of social media:

- Essex Community Messaging, YouTube, Facebook and Twitter and LinkedIn:



F6. Consultation budget allocation and actual spend

The aim of the consultation was to provide a comprehensive consultation that delivered value for money. Although the PCC and OPCC utilised existing channels where possible, there was a financial implication of the work undertaken. The PCC allocated a budget of £40k to cover the cost of the consultation, including the professional advice and assurance.

A summary of the actual spend is included in Table F4.

Table F4: Consultation expenditure

Area of expenditure	£'000
Printed leaflet, questionnaire, pre-paid envelopes and business cards	7.7
Animation	5
Seeding of animation via YouTube	2.5
Advertising in The Primary Times	0.6
Landing page and online survey	0.4
Briefings	0
Events	0
Quality Assurance and advice	20
Plain English standards	0.3
Focus Groups	1
Total Costs	37.5

F7. The results – consultation responses from individuals

F7.1 How many responses were received?

The vast majority of all the responses to the consultation questions were received through postal and online submissions. There were a small number of organisations who submitted their views through letters to the PCC.

Throughout the 12 week consultation a total of **1,708** public responses were received to the consultation questions. Table F5 provides a summary of the response method.

Table F5: Summary of how the public responded

Response format	Number received
Online questionnaires	1,213
By post questionnaires	495
Total	1,708

F7.2 What were the Consultation Questions?

The following questions were set out in both the online and paper questionnaire:

1. *Considering the benefits and the ease of delivery presented in the three options, please rate each of them.*

Rate each option on a scale of 1-5:

1 – *Being, I do not see any benefits being delivered through this option.*

5 – *Being, I see significant benefits being delivered through this option.*

2. *Please add any additional comments.*

These two questions were supplemented with a number of questions about the individual. The purpose of this was to enable us to understand the demographics of the individuals who responded.

F7.3 What were the quantitative results of the consultation questions?

The following data is extracted from Survey Monkey⁵³, showing the results at the close of the consultation on the 10th May 2017.

The following table present how each governance option has been scored by respondents in terms of the potential benefit and ease of delivery.

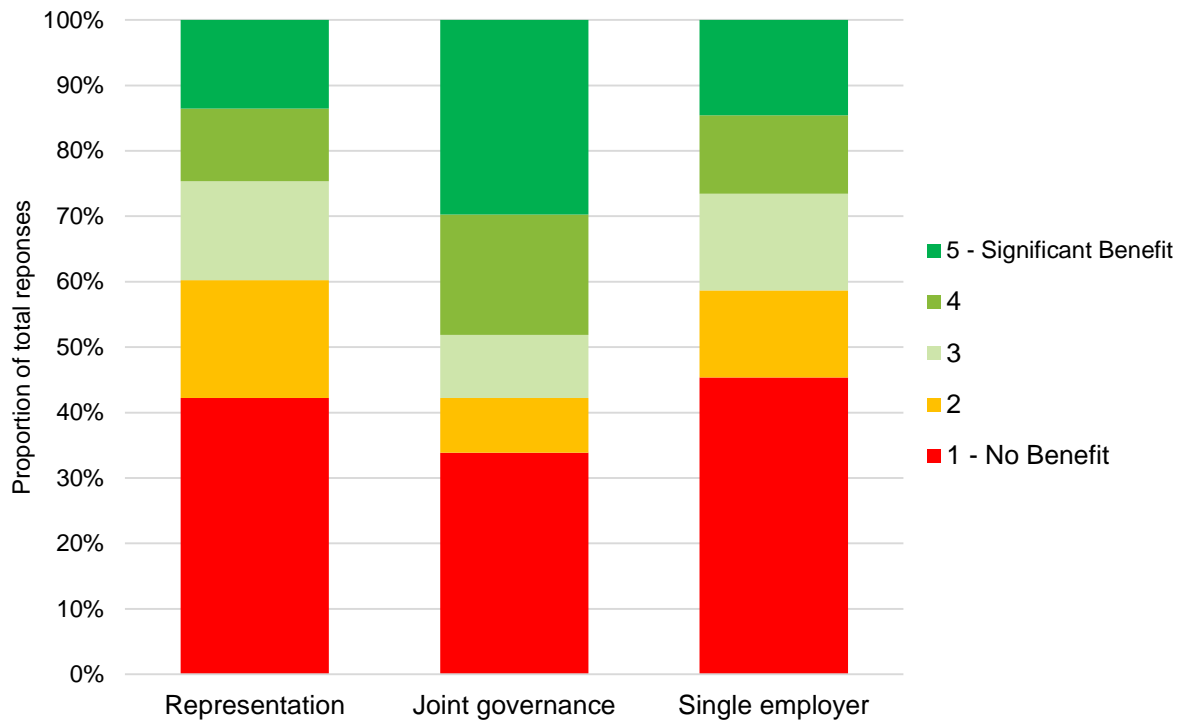
We believe that scores 3-5 present the view that there is 'some to significant benefits' shown in each of the options. On that basis the results show that Joint Governance received the most support.

⁵³ Survey Monkey is a web based survey tool, www.surveymonkey.com

Table F6: Summary of the public responses

	1 - No Benefit	2	3	4	5 - Significant Benefit
Representation	721	308	258	190	231
Joint governance	578	143	165	314	508
Single employer	775	227	252	205	249

Graph F1: Proportion of total responses by level of benefit



F7.4 What type of individual completed the consultation questions?

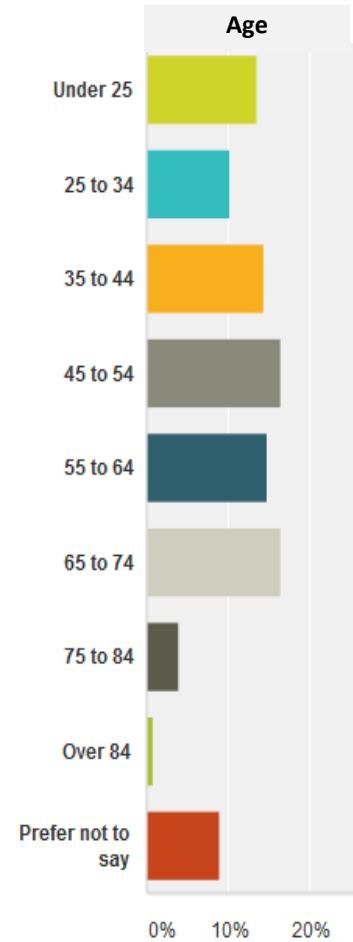
The following evaluation details the consultation results drilled down into demographic data sets captured via Survey Monkey. All the results were extracted on the 10/05/2017.

The following key points relate to the results shown in the demographics information Table F7 below:

- The data shows that responses were submitted by more males than females. This result could be impacted by the number of 'prefer not say responses'.
- 60% of emergency services staff scored the Joint Governance option 3, 4 or 5, this shows they are slightly more supportive of Joint Governance and slightly less support of Representation and Single employer.
- Less than 15% of respondents have a long standing illness or disability.
- The largest group of consultation responses came from white people over the age of 65.
- Throughout Phase 2 engagement events took place to increase the number of responses from younger age groups.
- The final result shows that there were responses from all age groups and a balanced number of responses from all ages up to 74.

Table F7: Demographic Information

Gender		
Male: 57%	Female: 33%	Prefer not to say: 10%
Emergency Services Staff		
Yes: 25.07%	No: 74.93%	
Long standing illness/disability		
Yes: 13.36%	No: 69.24%	Prefer not to say: 17.39%
Ethnicity		
White	80.66%	
Mixed/Multiple ethnicity	1.63%	
Asian/ Asian British	1.70%	
Black/ African	2.28%	
Other ethnic group	0.85%	
Prefer not to say	12.86%	



F7.5 Qualitative Evaluation

Out of the total responses, 763 took the opportunity to use the free text box to provide additional detail.

The following table provides a summary of qualitative consultation response, topics and the number of responses which have comments relating to each of these. Some responses include comments which are marked under more than one topic.

Table F8: Summary of qualitative evaluation

Topic	Total	Comment given (Samples)	Recurring themes
Positive Comment about a change in governance but not specific to one of the proposed options	94	'Governance option is practical' 'Basically we have to rely on you...things change and we have to accept new practices...' '...Anything which makes it easier for the police and fire services is great by me, a big thank you to all.' 'Can work effectively if governed efficiently'	<ul style="list-style-type: none"> Improved efficiency Saves money Practical, makes sense

Topic	Total	Comment given (Samples)	Recurring themes
Comment talks about the positive benefits of the Representation option	16	<p>'...Preferred option is for the Police and Crime Commissioner to become the 26th voting member of the Essex Fire Authority.'</p> <p>'I do like the idea of representation but I think there should be equal number of PCCs to the Essex Fire Authority people...'</p> <p>'I feel representation is the better option as to have one person responsible for both reduce the effectiveness...'</p> <p>'The first option makes a lot of sense'</p>	<ul style="list-style-type: none"> • Delegation of authority • Democratic process • Decision making • Minimal disruption • Better than the other two options.
Comment talks about the positive benefits of the Joint Governance option	43	<p>'Faced with the three choices Joint Governance appears to be the only real option...'</p> <p>'The 'Governance' model is a brilliant idea (with a plan!): - Sharing of knowledge, experience and resources - Retaining the long-developed/improved hierarchy of both forces - Identified retained -Respect of the Fire Service accentuated -More resources free (in a well-considered strategy) for front line services...'</p> <p>'Good idea – the joint governance one.'</p> <p>'I feel that the Governance model would benefits as it would be easy to implement and does not involve the creation of a new role to employ someone to do. Silo working should not be happening in the emergency services, and a collaborative effort should be made where intelligence, communications and strategies are shared. Collaborative working will free up resource according to demand and priorities...'</p>	<ul style="list-style-type: none"> • Leadership • Improve culture • A bridge between separate services and fully merged. • Better than the other two options.
Comment talks about the positive benefits of the Single Employer option	12	<p>'It's about time one person was in charge of both services and got a grip on the money being wasted, I believe a Single Employer would be the best option.' '...One chief officer makes sense especially since the amount a chief officer is paid could cover the recruitment and training of at least 20 officers...'</p> <p>'One chief officer would only need one chief officer team and this would also cut back on expenditure and provide more funds for bottom rank officers in both police and fire service.'</p>	<ul style="list-style-type: none"> • Better than the other two options • Maximum disruption, least time • Cost saving • Maximise collaboration.

Topic	Total	Comment given (Samples)	Recurring themes
		'I think no one person should have the final say on all things it should be voted on so I'm backing the single employer option.'	
Not supportive of a change in governance or the proposed business case	176	<p>'There is insufficient policing and crime solving as it is and the Police should not be taking on other areas when their current responsibilities are performed so very poorly.'</p> <p>'I am quite happy with the current system, why fix things that already function well?'</p> <p>'It concerns me greatly that the PCC is even considering taking on the Fire Service responsibility. Crime is rife regardless of statistics in Chelmsford. Teenagers are out of control, theft burglary and assault are common...focus on what the PCC is being paid for now, if this is delivered let's talk about further governance of the Fire Service.'</p>	<ul style="list-style-type: none"> • Against change of any kind • Other concerns impact view in relation to policing. • Change of governance won't make a difference.
Comments talks negatively about the Representation option	2	<p>'In terms of representation, with the negative publicity surrounding Essex Fire Authority I cannot see benefits to selecting this option.'</p> <p>'I see no benefit in the representation option as a single vote would not bring about any changes...'</p>	<ul style="list-style-type: none"> • Existing Fire Authority • Little impact
Comment talks negatively about the Joint Governance option	12	<p>'My experience of previous attempts to join together the governance of separate bodies is that it does not work The only beneficiaries appear to be the bureaucrats who have another reason to hold a meeting.'</p> <p>'While increased co-ordination between the two services may be desirable and beneficial the Governance option places too much authority in a single role/person and significantly reduce democratic accountability.'</p> <p>'This is clearly a money saving exercise. There is no reason why EP and ECFRS can't share knowledge and best practice without the PCC needing to take on both roles.'</p> <p>'I do not think the PCC should take control of the fire service or lead in the governance. The police and fire service are very different operations and require a different type of leadership and management...'</p>	<ul style="list-style-type: none"> • Not democratic • Cost cutting exercise • One person should not take on governance of two services. • The roles of the two services differ greatly.

Topic	Total	Comment given (Samples)	Recurring themes
Comments talks negatively about the Single Employer option	53	<p>'I believe that "Governance" - to have 1 person as the lead officer in both organisations is too much power! There is a need for other people to be involved.'</p> <p>'A single Chief Officer is appointed and leads both Essex Police and Essex Fire and Rescue Services. This should not happen; both Chiefs know what they are doing. Let's not mess it up by mixing it up'</p> <p>'My concern if the two were to merge then the government might see justification in cutting funding again to make further savings and effectively stretching not only the police but the fire service as well. '</p> <p>'The two Emergency services perform too much of a varied role, with different levels and natures of demand, to be led by one 'Executive'.</p>	<ul style="list-style-type: none"> Totally different services. One chief can't lead both services. Too much cost cutting. Scrutiny of PFCC function.
Talks about a general view of governance, and the two emergency services, however does not reflect being positive or negative	98	<p>'The police have very little or nothing in common, operationally with the Fire Service. No disrespect to the Fire Service but their work is very one dimensional within society, on the other hand the Police's role is very diverse...'</p> <p>'The cost of trying to integrate two distinct organisations is unlikely to deliver any significant benefits and deviate time, money and effort away from front line services. A collaborative approach to sharing resources, technical knowhow, and back office services is something that doesn't necessarily require a single organisational representation or governance but to work needs across the board support.'</p> <p>'It is best to take a long term view over this situation rather than take any shortcuts. The public is at risk if you do.'</p> <p>'The differing identities of the police/fire & rescue in public facing roles should be retained at all costs. The fire and rescue personnel have better public perception in some areas and hence better access.'</p>	<ul style="list-style-type: none"> Other emergency services Collaboration could be achieved without joint governance. One service being more important than the other.
Out of Scope	80	N/a	N/a
Specific to PCC as a role, and not relevant	169	'This is a waste of time and money. We	<ul style="list-style-type: none"> PCC role not necessary

Topic	Total	Comment given (Samples)	Recurring themes
to the consultation questions		<p>don't want a Police Commissioner.</p> <p>'The role of the OPCC should be abolished rather than expanded...'</p> <p>'I never voted for the PCC post. It is not a post I agree with as I feel it is a political position and takes away from the Emergency Services performing their roles effectively...'</p> <p>'Too much power is already placed in the hands of the Police and Crime Commissioner.'</p>	<ul style="list-style-type: none"> • Didn't vote for PCC • PCC on a power mission.
Comments on the Consultation Process	44	<p>'The video was well presented and allowed me to weigh up the options...'</p> <p>'It is difficult to see how the savings are to be made from the film.'</p> <p>'Brilliant communication (immersive) by the way'</p> <p>'I do not agree with this written consultation. Why not meet with the public in a setting where people can voice their concerns publicly...'</p>	<ul style="list-style-type: none"> • The materials • Level of detail, specifically the potential savings. • Information on 'how' things would change.
Comment that is specific to detail in the LBC, or would inform a change	0	None	
Total	799⁵⁴		

F7.6 Scrutiny of qualitative evaluation

The categorisation of the qualitative responses was undertaken in a methodical way, which included several members of staff at the OPCC. Although internal quality assurance was undertaken, it was considered important to obtain independent validation of the evaluation process.

To achieve this external validation a sub-group of the Police and Crime Panel (PCP) met on the 5th May to review the coding of responses. It was recognised that this review was undertaken before the closure of the consultation; however 1,661 responses had been received at this point. All subsequent comments have been coded and checked following the same internal process.

As a group they were satisfied that both the process and evaluation has been carried out in an appropriate and reasonable manner. They had no concerns with the scoring of the responses and acknowledged the comprehensive level of engagement with stakeholders throughout the 12 week period.

As a result, the group will report this at the next PCP meeting, being held in early June 2017.

⁵⁴ Some comments were scored under more than one category depending on the amount of detail given.

F8. The results – Key stakeholder or group consultation responses

In addition to the responses received through the consultation questionnaire, there were 31 responses from organisations and key stakeholders.

F8.1 Letters of support for Joint Governance

Separate to the public responses set out in Table 5 and in line with legislation guidelines, the consultation sought views from top tier local government authorities and MP's. The following responses were received, supporting the Joint Governance option:

- A letter was received from Thurrock Council in support of Joint Governance (Appendix F6).
- A letter was received from Southend-on-Sea Borough Council in support of Joint Governance (Appendix F5).
- A letter was received from Essex County Council in support of Joint Governance (Appendix F4)
- Letters were received signed by a total of 17 MPs of Essex in support for Joint Governance⁵⁵ (Appendix F3).

F8.2 Responses from unions and staff associations

There was open dialogue and engagement with all the Unions and staff representative bodies whose members could be affected in the future by a change in governance. Formal responses were received from the following:

- Fire Brigade Union Essex – Letter received on the 10th May 2017 (Appendix F7)
- Unison Essex – Email was received on 10th May 2017. Their responses stated 'Unison would prefer the fire service to remain with the fire authority in governance.'

Having heard the feedback and reviewed the written responses some minor amendments have been made to the LBC.

F8.3 Other correspondence

There were letters received from a number other local stakeholders. A summary of what was received, and their comments on the consultation are as follows:

- Maldon Town Council – Support for joint governance option
- Harwich Town Council – Opposed to any change in governance
- Witham Town Council – Support for joint governance option
- Braintree District Council – Support for joint governance option
- Coggeshall Parish Council – Support for representation option
- Canewdon Parish Council – Support for joint governance option
- Tiptree Parish Council – Opposed to any change in governance
- Responsible Authorities Group of Maldon Community Safety Partnership – Support for joint governance option
- Maldon District Council – Support for joint governance option

⁵⁵ Letters were received before prorogation of Parliament.

F9. Closing the consultation and onward communication

A press release, social media posts and messages to both Essex Police staff and Essex County Fire & Rescue Staff were distributed immediately after the close. All communications state that this evaluation report and the final business case will be published and available to view on the consultation website on the 19th May.

F10. Quality assurance

Independent, professional quality assurance advice was sought from the Consultation Institute. They provided advice in terms of the scoping, the engagement plan, the communication materials (excluding the leaflet), and analysis and evaluation plan. The Institute has confirmed that the consultation is consistent with its good practice standards.

F11. Conclusion

The 12 week public consultation provided a comprehensive range of materials using a mix of communication channels. At 5pm on the 10th May 2017, the consultation closed with a total of 1,708 individual response and 31 key stakeholder responses.

The Office of Police and Crime Commissioner for Essex did not receive any official complaints throughout the 12 weeks.

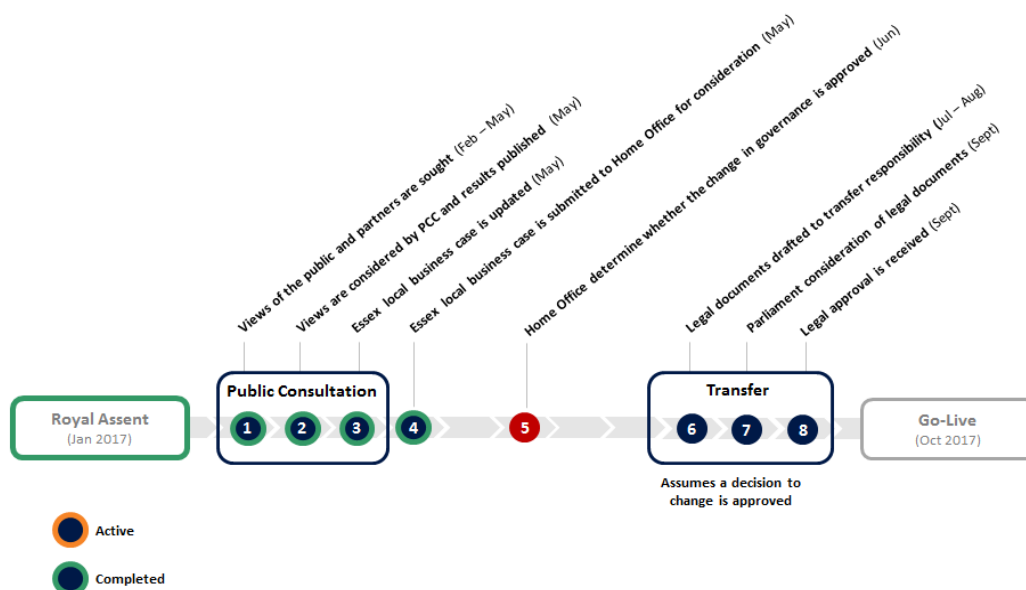
The consultation results show that the joint governance option scored the highest in terms of potential benefits and ease of delivery.

The Police and Crime Commissioner and Office of Police and Crime Commissioner have considered and reviewed the consultation responses and evaluation. The outcome of the consultation is a key piece of supporting evidence and therefore forms part of the LBC referenced as Appendix F.

Once submitted the local business case and consultation evaluation will undergo a period of review by the Home Office. The Home Secretary will make the final decision in the summer.

F12. Next Steps

The following presents the desired timeline and key milestones the PCC is aiming to achieve: (the dates in this timeline are subject to the Home Office's decision).




APPENDICES

APPENDIX F1 – CONSULTATION COMMUNICATIONS AND ENGAGEMENT PLAN	97
APPENDIX F2: CONSULTATION ENGAGEMENT TRACKER	114
APPENDIX F3: LETTERS FROM ESSEX MPS	123
APPENDIX F4: LETTER FROM ESSEX COUNTY COUNCIL	128
APPENDIX F5: LETTER FROM SOUTHEND-ON-SEA BOROUGH COUNCIL	129
APPENDIX F6: LETTER FROM THURROCK COUNCIL	130
APPENDIX F7 – FIRE BRIGADE UNION CONSULTATION RESPONSE	131

APPENDIX F1 – CONSULTATION COMMUNICATIONS AND ENGAGEMENT PLAN

The Consultation and Engagement Plan set out the approach to be undertaken during the 12 week consultation. A copy of the full document is included below.

Paving the way for change



Local business case for joint governance of police and fire
Services in Essex

Public consultation - engagement strategy and tactical plan

Prepared by Georgina Button, Communications and Engagement, OPCC

1

Contents

Executive Summary.....	3
The Consultation	3
Aim of the consultation.....	4
Objectives.....	5
The approach	5
Governance.....	6
Legal and risk.....	6
Resource to deliver.....	7
Stakeholders	8
Script and key messages.....	9
Core Script.....	9
Key Messages.....	10
Materials.....	11
Consultation questions	13
Timeline.....	14
Costs.....	16
For consideration to do/justification not to do	16
After the formal consultation	16
Assurance and Evaluation.....	17

Executive Summary

The PCC, working with Essex Fire Authority, the Essex County Fire and Rescue Service (ECFRS) and Essex Police, has commissioned a Local Business Case (LBC) for a change in governance of Fire and Rescue.

This is in response to the provisions set out in the new Policing and Crime Act 2017, which states it *'places a duty on police, fire and ambulance services to work together and enable police and crime commissioners to take on responsibility for fire and rescue services where a local case is made.'*

The LBC has been developed in close discussion with the Fire Authority and shared in draft with key stakeholders including the Fire Authority the Home Office; it has also been published on the PCC's and ECFRS's websites.

Swift and effective change, and the consultation that sits around it, is driven by the PCC's desire to improve public safety and provide real, tangible benefits to the people of Essex. (This work does not exist in isolation - it is taking place against a backdrop of the extensive ECFRS Programme 2020 consultation; Essex Police's Transform Change programme, and the public of Essex demanding increased scrutiny of how their money is spent on emergency services).

All engagement activity will be geared towards delivering a successful public consultation process which has the confidence of key stakeholders in Essex and proactively seeks the views of public, staff and wider partners.

This document sets out the communication and engagement approach and tactical activity for the Local Business Case consultation.

The Consultation

Summary:

This consultation seeks views on three options to change the governance of the Essex County Fire & Rescue Service, and Essex Police Service.

The consultation will run for 12 weeks from 16 February 2017 to 10 May 2017.

The three options are:

Representation model - Police and Crime Commissioner becomes the 26th voting member of the Essex Fire Authority

Governance model - PCC takes on the role of the EFA and jointly governs both Essex Police and Essex County Fire & Rescue Service; a chief officer for each service remains

Single Employer model – PCC takes on role of the EFA; creating a single employer for both services, bringing Essex Police, and Essex County Fire & rescue Services together. A single chief officer will lead both services.

(The Strategic Governance Board agreed to consult with the public for a 12 week period commencing on the 16th February, 2017).

Aim of the consultation

The consultation communications and engagement strategy is driven by the following aims (i.e. the PCC is seeking to achieve):

- Views from all stakeholder groups
- Capture a range of views and for all three options
- Raise awareness of the change in legislation and the potential benefits this offers.

Supported by the following principles and actions

- The consultation will:

- Produce informative communications
- Have a clear purpose and set clear questions
- Raise awareness
- Seek advice and assurance – to ensure an appropriate and effective consultation has been carried out
- Be delivered in a timely fashion

- Produce a clear evaluation of the feedback at the end of the formal consultation
- Use resources effectively
- Where appropriate procure third parties to design materials and to provide advice and assurance services.

Objectives

The overall objectives will ensure that the consultation is compliant and effective. They aim to:

- Deliver an accessible consultation and engagement with key stakeholders, ensuring all materials are compliant and in line with legislation and Home Office guidance
- Deliver clear communication and explanation of the local business case and options for change using a range of communications channels
- Gather views and responses effectively; producing a clear evaluation for the local case submission to the Home Office.

The approach

The consultation process will then run for a period of 12 weeks comprising of two phases, it will:

PHASE 1 (20/2 – 31/3)	<ul style="list-style-type: none"> - Launch and distribute consultation materials (see materials) - Communicate all consultations materials to the public and media through print, digital, public meetings and media interviews - Focus on communicating with key strategic stakeholders, via letters, calls, meetings and minuted meetings seeking their views - Engage with staff (both fire & rescue and police) via internal briefings, face to face briefings and established communications channels - Meet with both fire and police unions/staff associations. Letters and calls will support these meetings. - The Communications Working Group will produce action plans.
------------------------------	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

PHASE 2 (01/4 – 12/5)	<p>Continue to engage with the public using phase 1 channels and approach</p> <p>Conduct interviews/focus groups with to gather qualitative data</p> <p>Continue to support and ensure meetings with staff and unions/staff associations are made available on request</p> <p>Respond to media enquiries</p> <p>Gather all information needed for post formal consultation evaluation.</p>
------------------------------	--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Governance

A Communications Working Group (CWG) has been set up. This group reports into the *Strategic Governance Board* with representation from communications professionals from the Police and Crime Commissioner for Essex, Essex County Fire and Rescue Service, and Essex Police. The PCC will lead this working group but seek advice from its members. The group will support tactical delivery, including assisting with some specific resourcing needs. The CWG ensures communications issues relating to staff engagement are escalated appropriately, and that ultimately delivery is across all established channels.

The Communication Working Group will assist in the planning and delivery of the formal consultation led by the PCC. It will:

- Offer advice on the approach
- Ensure staff are consulted effectively
- Identify and advise on any issues relating to the timeline
- Present back on activity throughout the time of the consultation
- Provide comment on the views expressed
- Meet fortnightly to track and review progress, identify risks and address additional needs.

Legal and risks

- The PCC will seek legal advice as appropriate
- The consultation commences 16th February and will be in Phase 2 before the Purdah period starts
- There is a risk that the public will not want to engage with this type of consultation; however reasonable communications effort will be made to engage with the public; undertaking interviews to capture a number and range of views
- The CWG will demonstrate that it is following [Cabinet Office: consultation principles guidelines](#):

The Home Office states that:

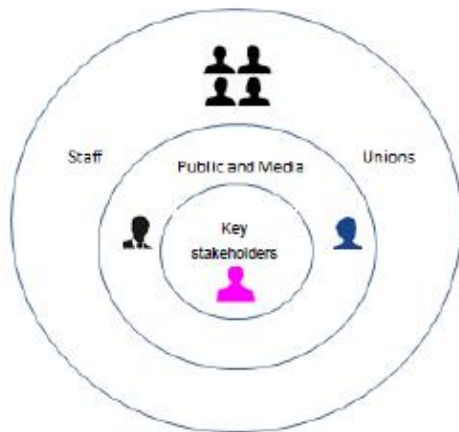
1. *before submitting a section 4A proposal to the Secretary of State, a relevant police and crime commissioner must*
 - (a) *consult each relevant local authority about the proposal,*
 - (b) *consult people in the commissioner's police area about the proposal,*
 - (c) *consult each of the following about the proposal—*
 - i. *persons appearing to the commissioner to represent employees who may be affected by the proposal;*
 - ii. *persons appearing to the commissioner to represent members of a police force who may be so affected, and*
 - (d) *publish, in such manner as the commissioner thinks appropriate, the commissioner's response to the representations made or views expressed in response to those consultations.*
2. *Each consultation under sub-paragraph (1) is to be carried out in such manner as the relevant police and crime commissioner thinks appropriate.*

Resource to deliver

- Communications and engagement staff from OPCC, further supported by the Essex Fire and Rescue Service and Essex Police
- Use of partners' and communications network – channels and distribution
- PCC, Deputy PCC, Chief Executive and all PCC office support will actively deliver the consultation to all stakeholders
- A third party may be instructed to manage the dissemination of survey materials and the administration of the capture and feedback of responses
- Third party suppliers to produce the design and production of materials
- Scrutiny resource in the form of a quality assurance organisation
- An engagement tracker will record all completed activity, before, during and immediately after the consultation period has closed.

Stakeholders

The stakeholders to be consulted with consist of three key groups, they are:



Key Stakeholders

- Essex Fire and Rescue Authority
- Essex Fire and Rescue Service
- Essex Police
- Essex, Southend, Thurrock, Leaders
- Chief Execs of local authorities
- MPs
- Kent PCC and Kent Police
- Key strategic partnership boards

Public and Media

- Essex residents; a range of ages and demographics
- National and local media

Staff and unions/representative bodies

- Essex County Fire and Rescue Staff
- Essex Police staff and officers
- Unions and representative bodies (Fire and Police)

All stakeholders will be able to access consultation materials via printed and online channels.

Script and key messages

Key messages and materials produced for the purpose of the consultation act as the foundation for all communication and engagement across all audiences and via all channels.

Core Script

The public rightly expect emergency services to be there when needed and to work together effectively to keep us all safe.

An elected Police, Fire and Crime Commissioner (PFCC), responsible for setting the strategy for both services, will ensure that closer working between Essex Police and Essex Fire and Rescue Service guarantees the best possible public safety.

By ensuring a more joined-up response to incidents, providing crime and fire prevention advice, creating community safety hubs, and sharing buildings and some enabling functions, an elected PFCC will both improve the provision of services and save money.

With accountability for both police and fire, the PFCC will be leading the way to a safer Essex; ensuring public safety is a priority, providing efficiency, effectiveness and enhancing safety for the people of Essex.

Key Messages

<i>The fundamental messages which underpin this core script, and on which the local business case rests are: Keeping the public safer and providing better value for public money</i>	
Efficient	The case for change is more efficient than it is today creating better ways of working between Police and Fire.
Effective	<p>The case for change is more effective than it is today, creating better outcomes for the public through Fire and Police working together</p> <p>Roger Hirst commented "There are opportunities for the services to work together to help the vulnerable and to keep people safe – for instance by improving the way we respond to the public online and on the phone, providing joint crime and fire prevention advice; opportunities for joint attendance at incidents.</p> <p>"Both Essex Police and ECFRS do a great job at protecting residents of Essex, making them safer and coming to their aid when they are in trouble. But there are opportunities to work smarter and to do more things together which I feel is in the interests of the public of Essex for us to explore."</p>
Economy	<p>The case for change is better for the economy than it is today, creating better value for money and the public purse through Fire and Police working together.</p> <p>Roger Hirst said "This is not just about making financial savings. I believe the oversight by a joint commissioner would improve the provision of services while also saving money to reinvest back into both organisations. A directly elected commissioner would be accountable to the public for the delivery of both police and fire services in the county."</p>
The role of a fire officer	<p>The Local Business Case proposes that the Police and Crime Commissioner would replace the Essex Fire Authority and take overall charge, but the two services (EP & EFRS) would remain separate with individual chief officers</p> <p>Distinct Police and Fire functions will remain – each role will remain unique and carry out every day duties.</p> <p>The new proposed governance structure would look to share back-office functions and enable further collaborate. This includes IT & HR, and buildings; protecting the vulnerable and working together more effectively to improve public safety particularly in relation to community safety and also reduce the pressure on the public purse.</p>
Benefits to the public	Roger Hirst commented "Both Essex Police and Essex County Fire and Rescue Service do a great job at protecting residents of Essex, making them safer and coming to their aid when they are in trouble. But there are opportunities to work smarter and to do more things together which I feel is in the interests of the public of Essex for us to explore."

	Better collaboration between Essex Police and Essex fire and rescue services will help them integrate and share technology, coordinate operational activity and provide an easier and more effective way for people to engage with the services.
EFRS Support	Councillor Anthony Hedley, Chairman of Essex Fire Authority, said: "Essex Fire Authority has supported the development of a draft local business case, prepared by the Police and Crime Commissioner, to explore joint governance of police and fire services in Essex.

Materials

The following materials will be produced and used to engage with all stakeholders, to capture their views and to understand the level of support for the Local Business Case:

Materials	Available when?
Media materials, press release, briefing pack	Media call 16 th Feb
Core script and key messages	In the Communications and Engagement plan.
Timeline	Available via website 16/2 and in local business case now
The full draft business case	Available now online. Anyone can contact PCC to obtain a copy in the post or via email
Leaflet Printed survey Prepaid envelopes	Libraries, police and fire stations for public and staff. Distribution commences 16/2 PDF version available online 16/2
Animation, via website, Facebook, twitter and YouTube	/LocalCaseForChange
Frequently asked questions (for public and separate for staff)	TBD 08/02
ECM (messaging platform)	From 16/2
Website landing page (including GISMO survey)	Available 16/2 www.essex.pcc.police.uk/LocalCaseForChange
Business cards	Roger Hirst to use 16/2 – 10/5.
Plain English standard presentation – available online	Available 16/02 An online version for anyone who would like a version aimed at the reading ability of age 12 (or if English is not a primary language)

	Can also be sent out in the post.
Social media schedule and hashtag	16/2 onwards #LocalCaseForChange

Further details relating to core materials

Build of consultation landing page: This will be built w/c 6th February and used as an interactive consultation tool via the PCC's website. Essex Police, Essex County Fire and Rescue Service, and Kent Police (shared services) intranets will be able to link through to the site.

Consultation leaflet: The information in the Local Business Case will be presented to the public in a folded leaflet. The leaflet will include info graphic style evidence and statements which set out the three options and a link to the online survey.

Short animation: In a fast-paced, modern world people are ten times more likely to watch content than read it. To ensure Essex residents are given this opportunity, a short animation will bring the leaflet content to life – setting the scene; explaining the role of the PCC; the change in legislation, the local business case options, the benefits of the change in governance, and lastly the call to action – asking the viewer to give their views by completing the questionnaire.

Consultation questions

A survey (printed and online) will ask two questions. These are:

1. **Considering the benefits and the ease of delivery presented in the three options, please rate each of them.**

Rate each option on a scale of 1-5: (People will be asked to tick one box numbered 1-5, against each option).

1 – being, I do not see any benefits being delivered through this option.

5 – being, I see significant benefits being delivered through this option.

Representation

- The Police and Crime Commissioner becomes the 26th voting member of the Essex Fire Authority.
- The Police and Crime Commissioner continues to govern Essex Police.

Governance of Police and Fire

- The Police and Crime Commissioner takes on the role of the Essex Fire Authority, becoming the Police, Fire and Crime Commissioner.
- The Police and Crime Commissioner governs both Essex Police and Essex County Fire & Rescue Service.
- Each service retains its Chief Officer.

Single employer

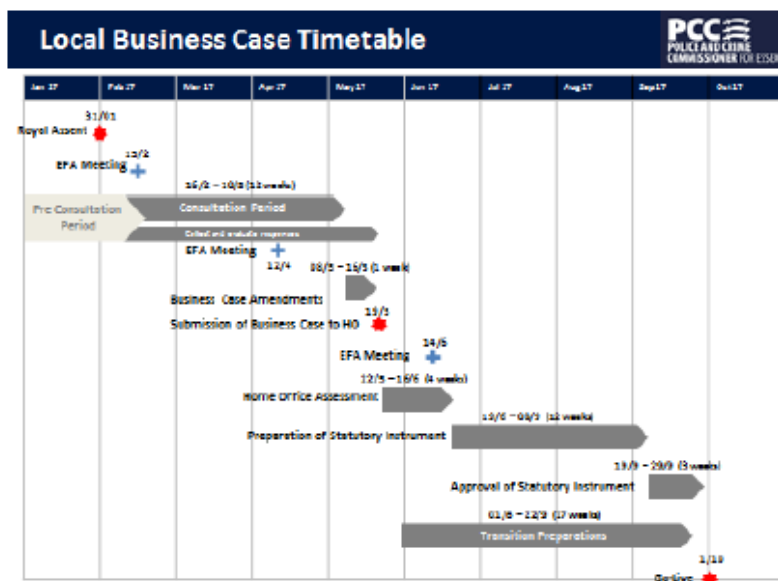
- The Police and Crime Commissioner takes on the role of the Essex Fire Authority, becoming the Police, Fire and Crime Commissioner.
- The Police and Crime Commissioner governs both Essex Police and Essex County Fire & Rescue Service; bringing the services together.
- A single Chief Officer is appointed and leads both Essex Police and Essex County Fire & Rescue Service.

2. **Please provide any other feedback (an A4 page will be provided)**

Timeline

Since the publically elected appointment of the PCC in May 2016, Roger Hirst has produced the Police and Crime Plan. He has also engaged with many stakeholders about the proposal of the local business case. Pre consultation meetings have been carried out with a range of key stakeholders; examples include Fire and Rescue Authority meetings and workshops, Chiefs of Police and Fire, unions and staff association meetings and discussions with the Home Office.

The following timeline presents the three stages of pre, during and post formal consultation phase:



Costs

Item	Cost in £
Printed leaflet	9,000 (print and distribution)
Printed questionnaire	Potential to spend remaining budget on focus groups.
Prepaid envelopes	
And business cards	
Letters	
Animation	
Seeding of animation via YouTube	2,000
Landing page and online survey	700.00 (Inc. £300 for any additional hours needed)
Briefings	0 (EP and EFRS will provide internal briefings)
Events	0 – events already have budget, survey and LBC will be shared at planned events (e.g. PCC conference).
Quality Assurance and advice To include interviews with public and collation of printed surveys	20,000
Plain English standard	295.00
Focus groups	TBC
Total estimate of costs	37,995

For consideration to do/justification not to do

Paid for advertising – We will not pay for adverts or paid articles to promote the consultation but will pay to promote and seed the animation. The £2,000 spent on seeding will achieve a reach of 21,500 views.

Focus groups - We plan to run focus group mid-April to mid-May. This is dependent on available budget remaining from the print costs. We will look to work with partners and local groups to run sessions aimed at different age groups.

Public stands / visits – We will not be spending money of physical points of distribution stands due to materials being available in libraries and police stations. We have an excellent relationship with both outlets to able to manage this process effectively and without the need for stands.

All leaflets will be displayed alongside questionnaires and prepaid envelopes.

After the formal consultation

Once the public consultation has come to a close, a summary of findings will be published.

Stakeholders will be informed of key milestones comprising of when the consultation process closes, and when the final business case is submitted to the Home Office. This will be done via the same channels as the engagement and consultation activity (e.g. OPCC website, social media, Chief Fire Officer's weekly blog, staff intranets etc.).

Assurance and evaluation

Evaluation of the consultation engagement will consist in the main of quantitative data - i.e. capturing volume and number of completed responses. Qualitative data will be captured via face to face meetings in Phase 1 and interviews carried out in Phase 2, capturing a range of views and any potential issues not already included in the Local Business Case.

The existing Police and Crime Panel (PCP) will act as the independent scrutiny for the consultation evaluation. The PCP will oversee the information gathered and review a summary of feedback (included in the final case to the Home Secretary).

Evaluation metrics include:

Quantitative metrics	Qualitative metrics
<ul style="list-style-type: none">• Numbers of participants in public consultation• Numbers of ALL stakeholder meetings and type of engagement (face to face, phone, email) using an engagement tracker• Numbers of staff meetings• Numbers reporting all social media activity• Numbers of social media posts, tweets, analytics• Numbers of press releases, interviews• Numbers of media enquiries.	<ul style="list-style-type: none">• The views captured and topics they relate to• Insight from workshops/interviews- internal and external• Interviews• Views at public meetings• Geographic, equality and diversity representation data.

APPENDIX F2 - CONSULTATION ENGAGEMENT TRACKER

The consultation engagement tracker provides full details of the engagement activity which was undertaken during the consultation period.

Date	Meeting	Description	Attendee	Engagement Group	Was the LBC communicated?	What was shared/discussed?	Reach	How?
05/01/2017	Police and Crime Panel Sub-Committee	Meeting with a sub group of the Panel to review the latest version of the LBC	Susannah Hancock & Adam Kendall	Political	Yes	Review of the LBC, and respond to their previous questions	3	Face to Face
20/01/2017	Essex Fire Authority workshop	Meeting with a sub group of the Panel to review the latest version of the LBC	Roger Hirst	Political	Yes	Review of the LBC, and respond to their previous questions	7	Face to Face
30/01/2017	ECC Political Leadership Team	Short briefing provided to the Cabinet Members of ECC	Roger Hirst	Political	Yes	Presentation on overview of LBC and consultation	10	Face to Face
01/02/2017	MP - Sir Alan Haselhurst	Meeting to discuss local issues and introduce the LBC	Roger Hirst	Political	Yes	Principles and benefits of the LBC	1	Face to Face
01/02/2017	MP - Rt Hon Bernard Jenkin	Meeting to discuss local issues and introduce the LBC	Roger Hirst	Political	Yes	Principles and benefits of the LBC	1	Face to Face
01/02/2017	MP - Sir David Amess	Meeting to discuss local issues and introduce the LBC	Roger Hirst	Political	Yes	Principles and benefits of the LBC	1	Face to Face
01/02/2017	MP - Rt Hon John Whittingdale OBE	Meeting to discuss local issues and introduce the LBC	Roger Hirst	Political	Yes	Principles and benefits of the LBC	1	Face to Face
01/02/2017	MP - Stephen Metcalf	Meeting to discuss local issues and introduce the LBC	Roger Hirst	Political	Yes	Principles and benefits of the LBC	1	Face to Face
01/02/2017	MP - Eleanor Laing	Meeting to discuss local issues and introduce the LBC	Roger Hirst	Political	Yes	Principles and benefits of the LBC	1	Face to Face
01/02/2017	MP - Will Quince	Meeting to discuss local issues and introduce the LBC	Roger Hirst	Political	Yes	Principles and benefits of the LBC	1	Face to Face

Date	Meeting	Description	Attendee	Engagement Group	Was the LBC communicated?	What was shared/discussed?	Reach	How?
01/02/2017	MP - Marion Little	Meeting to discuss local issues and introduce the LBC	Roger Hirst	Political	Yes	Principles and benefits of the LBC	1	Face to Face
03/02/2017	Basildon Fire Station	Introduce to the watch and listen to their views	Roger Hirst	Staff/Representation Bodies/Unions	Yes	Seeking their views on LBC	10	Face to Face
06/02/2017	Waltham Abbey Fire Station	Introduce to the watch and listen to their views	Roger Hirst	Staff/Representation Bodies/Unions	Yes	Seeking their views on LBC	10	Face to Face
08/02/2017	Clive Harris NFU Mutual (Farmers)	Introduce the LBC and listen to their views	Roger Hirst	Public	Yes	Seeking their views on LBC	1	Face to Face
10/02/2017	Sam Dunbobbin, Unison	Introduce the LBC and listen to their views	Roger Hirst	Staff/Representation Bodies/Unions	Yes	Seeking their views on LBC	1	Face to Face
10/02/2017	Steve Taylor rep for Essex Police Federation	Introduce the LBC and listen to their views	Roger Hirst	Staff/Representation Bodies/Unions	Yes	Seeking their views on LBC	1	Face to Face
10/02/2017	Brentwood Fire Station	Introduce to the watch and listen to their views	Roger Hirst	Staff/Representation Bodies/Unions	Yes	Seeking their views on LBC	10	Face to Face
13/02/2017	Cllr Lamb (Southend)	Introduce the LBC and listen to their views	Roger Hirst	Political	Yes	Agreed that a full members briefing would be arranged	1	Phone
15/02/2017	Essex Fire Authority	FRA agreed that they would support the LBC going out to consultation, and noted the content.	Roger Hirst & Susannah Hancock	Political	Yes	LBC, Consultation Plan, and material	30	Face to Face
16/02/2017	Police and Crime Panel	PCP agreed that they would support the LBC going out to consultation, and noted the content.	Roger Hirst & Susannah Hancock	Political	Yes	LBC, Consultation Plan, and material	20	Face to Face
16/02/2017	Media – press briefing	Initial briefing on the key points of the LBC	Roger Hirst	Public	Yes	Details of Consultation, press release, and LBC	50	email/letter

Date	Meeting	Description	Attendee	Engagement Group	Was the LBC communicated?	What was shared/discussed?	Reach	How?
16/02/2017	Epping public meeting	Meeting to discuss local issues and introduce the LBC	Roger Hirst	Public	Yes	Principles and benefits of the LBC	45	Face to Face
16/02/2017	MP - Robert Half	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - Rebecca Harris	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - Alan Haselhurst	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - John Baron	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - Rt Hon Bernard Jenkin	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - Sir David Amess	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - Rt Hon John Whittingdale OBE	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - Stephen Metcalf	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - Eleanor Laing	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter

Date	Meeting	Description	Attendee	Engagement Group	Was the LBC communicated?	What was shared/discussed?	Reach	How?
16/02/2017	MP - Will Quince	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - Douglas Carswell	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - Jackie Doyle-Price	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - James Cleverly	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - Sir Simon Burns	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - Sir Eric Pickles	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - Mark Francois	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - James Duddridge	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	MP - Priti Patel	Letter informing them that the consultation has commenced and we welcome their views	N/a	Political	Yes	Consultation Period, and Link to online material	1	email/letter
16/02/2017	You Tube Video	The video provides an overview of the options within the LBC	Other	Public	Yes	Video	42000	Social Media

Date	Meeting	Description	Attendee	Engagement Group	Was the LBC communicated?	What was shared/discussed?	Reach	How?
16/02/2017	Facebook	Video was shared and reshared on Facebook	Other	Public	Yes	Video	20,000	Social Media
16/02/2017	Twitter	Video was shared and reshared on Twitter	Other	Public	Yes	Video	50,000	Social Media
16/02/2017	ITV Anglia News	Local News broadcaster that covers an area including Essex	Roger Hirst	Public	Yes	Interview on the launch of the consultation	600000	Media
16/02/2017	BBC Look East	Local News broadcaster that covers an area including Essex	Roger Hirst	Public	Yes	Interview on the launch of the consultation	600000	Media
16/02/2017	Heart Radio	Local Radio Station that covers Essex	Roger Hirst	Public	Yes	Interview on the launch of the consultation	57000	Media
16/02/2017	Essex Live (Chronicle)	Local newspaper and website that focuses on Essex	Roger Hirst	Public	Yes	Interview on the launch of the consultation	23000	Media
16/02/2017	Colchester Gazette	Local newspaper and website that focuses on Essex	Roger Hirst	Public	Yes	Interview on the launch of the consultation	10000	Media
16/02/2017	Halstead Gazette	Local newspaper and website that focuses on Essex	Roger Hirst	Public	Yes	Interview on the launch of the consultation	3600	Media
20/02/2017	Essex Police Staff	All EP staff were provided with a copy of the leaflet	Other	Staff/Representation Bodies/Unions	Yes	Consultation Leaflet	4000	Leaflet
20/02/2017	Essex County Fire and Rescue Staff	All Fire staff were provided with a copy of the leaflet	Other	Staff/Representation Bodies/Unions	Yes	Consultation Leaflet	1600	Leaflet
20/02/2017	All Essex Libraries	Surveys and leaflets were set out to all libraries across Essex	Other	Public	Yes	Leaflet and survey were sent out	75	Leaflet
22/02/2017	Essex Community Messaging	Email sent out to all members of the public who sign up to ECM	Other	Public	Yes	email covering video and LBC	12,000	Social Media

Date	Meeting	Description	Attendee	Engagement Group	Was the LBC communicated?	What was shared/discussed?	Reach	How?
22/02/2017	South Woodham Ferrers Fire station visit	Introduce to the watch and listen to their views	Roger Hirst	Staff/Representation Bodies/Unions	Yes	Seeking their views on LBC	7	Face to Face
22/02/2017	Council Comms Leads	Press release was sent out to all Comms leads in Essex	Other	Public	Yes	Press Release	15	email/letter
27/02/2017	Maldon Public Meeting	Public meeting focusing on the closure of the Police Station	Roger Hirst	Public	Yes	LBC was discussed, leaflets and surveys were handed out	50	Face to Face
27/02/2017	Essex County Council - Gavin's Blog	Reference to the LBC was made in Gavin's Blog which is received by all ECC staff	Other	Public	Yes	Brief description of LBC and link to video	6000	email/letter
28/02/2017	Chamber of Commerce Newsletter	Reference to the LBC was made in their newsletter	Other	Public	Yes	Reference to consultation and how they respond	6650	email/letter
28/02/2017	Institute of Directors Newsletter	Reference to the LBC was made in their newsletter	Other	Public	Yes	Reference to consultation and how they respond	3930	email/letter
02/03/2017	Public Engagement meeting South Woodham Ferrers	Meeting to discuss local issues and introduce the LBC	Roger Hirst	Public	Yes	Principles and benefits of the LBC	45	Face to Face
07/03/2017	LGA Fire Conference	Roger is speaking on Police and Fire Collaboration at the conference is Gateshead	Roger Hirst	Public	Yes	Presented on Police and Fire to Senior Fire Chiefs	250	Face to Face
07/03/2017	Ongar News	Interview with RH around the LBC and consultation	Roger Hirst	Public	Yes	LBC and consultation	2500	Media
09/03/2017	Essex Leaders and Chief Executives Meeting	Meeting of all Essex Leaders and Chief Executives	Roger Hirst/Susannah Hancock	Partners	Yes	Presentation to the group on the consultation	25	Face to Face

Date	Meeting	Description	Attendee	Engagement Group	Was the LBC communicated?	What was shared/discussed?	Reach	How?
09/03/2017	Rochford Public Meeting	Public meeting focusing on local policing issues	Roger Hirst	Public	Yes	Leaflets and questionnaires were available at the meeting	26	Face to Face
10/03/2017	Chelmsford Fire Station visit	Visit to meet Red Watch	Roger Hirst	Staff/Representation Bodies/Unions	Yes	LBC and wider staffing issues	16	Face to Face
12/03/2017	University of Essex Newsletter	Newsletter sent out to students in Colchester and Southend (15,300 in total)	Other	Public	Yes	Consultation was included in the newsletter	15,300	Media
14/03/2017	PCC Conference	Meeting of partners across Essex	Roger Hirst	Partners		Consultation was raised, and video was running all day, with leaflets and questionnaires available	230	Face to Face
16/03/2017	Clacton Public engagement meeting	Public meeting focusing on local policing issues	Jane Gardner	Public	Yes	Consultation and its reach were discussed. Leaflets and questionnaires were available at the meeting	30	Face to Face
20/03/2017	Primary Times	Newsletter sent out to primary school children's parents	Other	Public	Yes	News article encourages people to look and respond to the survey	96,000	Media
21/03/2017	Essex University Pop Up Cinema	Pop up cinema on Wivenhoe campus, showing the video, and obtaining students views	Other	Public	Yes	Video and surveys were completed by the students	111	Face to Face
22/03/2017	Tendring District Association of Local Councils	Joint Parish Council	Jane Gardner & Roger Hirst	Public	Yes	Presentation on the LBC and consultation	20	Face to Face

Date	Meeting	Description	Attendee	Engagement Group	Was the LBC communicated?	What was shared/discussed?	Reach	How?
23/03/2017	Southend Police Cadets	Police Cadet evening	Jane Gardner	Public	Yes	Presentation on the LBC and consultation	22	Face to Face
28/03/2017	One Chelmsford Strategic Partnership	Chelmsford CSP Meeting	Adam Kendall	Partners	Yes	Presentation on the LBC and consultation	15	Face to Face
28/03/2017	Southend Councillors Briefing on Local Business Case	Briefing to the councillors of Southend	Roger Hirst & Susannah Hancock	Partners	Yes	Presentation on the LBC and consultation	6	Face to Face
29/03/2017	Castle Point Full Council Meeting	Briefing to the councillors of Castle Point	Roger Hirst & Susannah Hancock	Partners	Yes	Presentation on the LBC and consultation	50	Face to Face
30/03/2017	Brightlingsea Town Council meeting	Local Parish Council Meeting	Jane Gardner & Roger Hirst	Public	Yes	Discussed the consultation and shared the leaflet	11	Phone
04/04/2017	Neighbourhood County Lead Meeting	Meeting held between all the local neighbourhood watch leads	Darren Horsman	Public	Yes	Presentation on the LBC and consultation	18	Face to Face
05/04/2017	Parish Assembly Little Baddow	Annual parish council meeting	Jane Gardner	Public	Yes	Discussed the consultation and shared the leaflet	55	Face to Face
05/04/2017	Grays fire station visit	Visit to the fire station to meet one of the Watch's	Jane Gardner & Roger Hirst	Staff/Representation Bodies/Unions	Yes	Discussed the consultation	14	Phone
07/04/2017	Fire Event – Water Rescue Training (with crews)	Water training demonstration, where Jane and Roger discussed with individual officers	Jane Gardner & Roger Hirst	Public	Yes	Discussed informally during the course of the day	5	Face to Face
12/04/2017	ECFRS Staff briefing	Meeting where all Fire Managers were briefed and able to ask questions on the Fire Consultation	Roger Hirst	Staff/Representation Bodies/Unions	Yes	Full briefing and questions from staff on the LBC	35	Face to Face

Date	Meeting	Description	Attendee	Engagement Group	Was the LBC communicated?	What was shared/discussed?	Reach	How?
12/04/2017	Thurrock Local Business Case public engagement event	Public meeting to discuss the implications of the Local Business Case	Jane Gardner	Public	Yes	Presentation on the LBC and consultation	35	Face to Face
25/04/2017	Thurrock Police Cadets	Police Cadet evening	Jane Gardner & Georgina Button	Public	Yes	Presentation on the LBC and consultation	18	Face to Face
25/04/2017	Anglia Ruskin University Pop Up Cinema	Pop up cinema on Chelmsford campus, showing the video, and obtaining students views	Other	Public	Yes	Video and surveys were completed by the students	94	Face to Face
26/04/2017	West Bergholt Annual Parish Council	Annual parish council meeting	Jane Gardner	Public	Yes	Presentation on the LBC and consultation	65	Face to Face
28/04/2017	South Hanningfield Parish Council AGM	Annual parish council meeting	Roger Hirst	Public	Yes	Presentation on the LBC and consultation		Face to Face
28/04/2017	Great Bardfield Parish Assembly	Annual parish council meeting	Jane Gardner	Public	Yes	Presentation on the LBC and consultation	41	Face to Face
28/04/2017	Firebreak Pass out Parade - Canvey Island Fire Station	DPCC attended the event to support the pass out of the latest group of individuals who undertook the firebreak programme	Jane Gardner	Public	Yes	Discussed the consultation and shared the leaflet	6	Face to Face

APPENDIX F3 - LETTERS FROM ESSEX MPS



HOUSE OF COMMONS
LONDON SW1A 0AA

Mr Roger Hirst
Police & Crime Commissioner for Essex
Essex Police
3 Hoffmanns Way
Chelmsford
Essex CM1 1GU

15th March 2017

Dear Roger,

Thank you for your letter of 16th February 2017.

We have read the consultation, viewed the video, reviewed the business case and we all feel strongly that your preferred option for the proposed changes of governance for the Fire Service is the right way forward.

It will increase the effectiveness of the Fire Service and consequently improve the safety of the public and the County.

Yours ever,

Rebecca Harris MP (Castle Point)

Will Quince MP (Colchester)

Rt Hon John Whittingdale MP (Maldon)

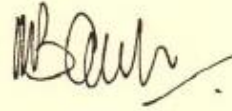
Rt Hon Sir Simon Burns MP (Chelmsford)

James Cleverly MP (Braintree)

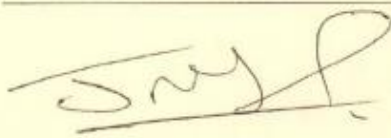
Bernard Jenkin MP (Harwich & North Essex)



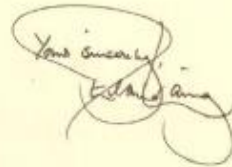
Sir David Amess MP (Southend West)



John Baron MP (Basildon & Billericay)



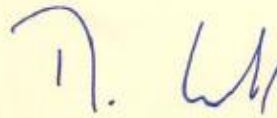
James Duddridge MP (Rochford & Southend East)



Eleanor Laing MP (Epping Forest)



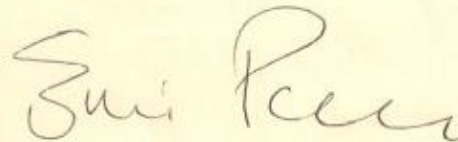
Stephen Metcalfe MP (South Basildon & East Thurrock)



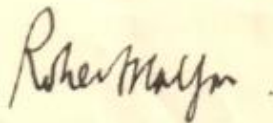
Douglas Carswell MP (Clacton)



Jackie Doyle Price MP (Thurrock)



Rt Hon Sir Eric Pickles MP (Brentwood & Ongar)



Robert Halfon MP (Harlow)

FROM: RT HON MARK FRANCOIS MEMBER OF PARLIAMENT FOR RAYLEIGH & WICKFORD



HOUSE OF COMMONS
LONDON SW1A 0AA

Roger Hirst Esq.
Police and Crime Commissioner for Essex
3 Hoffmans Way
Chelmsford
Essex
CM1 1GU



7 March 2017

PLEASE QUOTE ON CORRESPONDENCE
Our ref: SBJ/Hirst/230217

Dear Roger,

Public Consultation on the Proposed Joint Governance of Essex Police and Essex County Fire and Rescue Service

Further to our recent telephone conversation, I am writing to you to place on record as one of the Essex Members of Parliament my support for your proposals to establish a joint governance model to take oversight of both the Essex Police and the Essex County Fire and Rescue Service.

When I was a Minister at DCLG I was involved in preparing the Act under which such mergers can take place and I think that your decision to go for the joint governance model is the right one. This allows for greater cooperation between the two services and for potential back office savings (you mentioned a figure of somewhere between £15-23 million to be re-invested in front line services).

This option also retains the two forces as distinct blue light services who can work closely together but will not seek to duplicate the work of each other. In simple terms police officers will not be asked to put out fires and firemen will not be asked to arrest members of the public. I think clarity such as this whilst allowing greater cooperation is helpful.

In summary, I believe that replacing the Essex Fire Authority (which we both know has had something of a chequered history in the past few years) with this combined new arrangement benefits the citizens of Essex and I hope that your proposal will come to fruition.

You have my support.

With kind regards,

Rt Hon Mark Francois
Member of Parliament for Rayleigh and Wickford

Serving the communities of Ashingdon, Canewdon, Hawkwell, Hockley, Hullbridge, Nevendon, Paglesham, Rawreth, Rayleigh, Shotgate, South Fambridge, Stambridge & Wickford.



THE RT. HON. SIR ALAN HASELHURST, M.P.
Member of Parliament for Saffron Walden

House of Commons
London SW1A 0AA

Roger Hirst
Police and Crime Commissioner for Essex
3 Hoffmanns Way
Chelmsford
Essex
CM1 1GU

**Police & Crime
Commissioner**

13 MAR 2017

for Essex

13th March 2017

Joint Governance of Essex Police and Essex County Fire and Rescue Service

Dear Roger,

Thank you for your letter regarding the public consultation entitled *Essex Police and Essex County Fire and Rescue Service – A common sense approach to joint governance*. I have to agree with you that the Joint Governance model is the best way forward.

The implementation of Police and Crime Commissioners in 2012 has revolutionised the governance and accountability of the police service. Although not entirely flawless the new office has allowed a far more accountable and visible form of governance than under the previous local police authorities. Out of the three models put forward in the public consultation 'Representation', placing the PCC as a member on the Essex Fire Authority, is the least appealing. This would create a confused governance model which is neither effective at holding the fire service to account or providing the potential cost saving benefits provided by the other options.

The financial benefits to merging the governance of Essex Police and Essex Fire Service are substantial. Enabling shared back office functions such as IT and HR would not only have a financial saving but allow for easier service collaboration. Having a joint Headquarters not only provides significant savings in sharing estates but has the potential to increase public safety. A joint control room would enable a better service response to those emergency situations that require a multi-agency approach. This common sense approach although financially focused, would arguably create an environment that allows both agencies to better cooperate and better serve the public.

A joint governance approach does however present some challenges. The Police and Fire Service fulfil different duties and therefore have differing work practices and cultures. The work the police do is increasingly more *proactive*, from counter terrorism to offender management much police work is to pre-empt crime taking place. In contrast the work of the Fire Service is largely *reactive*. The resulting culture in both organisations is distinctly different. As a result both the Fire Brigades Union and the Police Federation are keen to protect and safeguard their members' interests and are naturally cautious about a joint governance model. It is therefore imperative to ensure that joint governance is not a 'one size fits all' model but rather tailor made to the unique policing and fire needs that Essex requires.

Joint governance also presents some exciting opportunities for further collaboration and integration for Essex Police and Essex County Fire and Rescue Service. The demands on the Police Service are ever growing and changing. Financial constraints although manageable have been challenging and

Tel: 020 7219 5214 Fax: 020 7219 5600 Email: alan.haselhurst.mp@parliament.uk
Website: www.siralanhaselhurst.net



THE RT. HON. SIR ALAN HASELHURST, M.P.
Member of Parliament for Saffron Walden

House of Commons
London SW1A 0AA

have been a strain to front line services. The Single Employer model provides the opportunity for an inter-agency approach to many of the issues facing front line services. For example missing people provides a unique and significant challenge to policing. However, further integration with the Fire Service would perhaps allow, if operational resources would permit, Fire Officers to assist with the searching for missing persons. This would alleviate the pressure on front line policing and free up resources to assist with other police emergencies. The Joint Governance model goes some way to making this possible however does not force both services to integrate at a rate which is unmanageable.

The Joint Governance model provides an opportunity for significant savings to the Police and Fire services. The increased savings enable for further investment and enable integration in back office functions. The joint governance model also lays the foundation for a multi-agency approach to the constraints which both front line services encounter. Perhaps most importantly joint governance takes place under the supervision of an individual whom is directly accountable to the electorate that both organisations serve. This is conducted at a pace which is manageable, cost effective and keeps public safety as its key priority.

I am inclined to encourage you down the road of your first preference.

Yours sincerely,
Alan

Tel: 020 7219 5214 Fax: 020 7219 5600 Email: alan.haselhurst.mp@parliament.uk
Website: www.siralanhaselhurst.net

APPENDIX F4 - LETTER FROM ESSEX COUNTY COUNCIL

Essex County Council
Leader of the Council
PO Box 11, County Hall
Chelmsford
Essex CM1 1LX



Roger Hirst
Police and Crime Commissioner for Essex 3
Hoffmanns Way
Chelmsford
CM2 7LT

Date: 24 March 2017

Our Ref: DF/AC

Dear Roger

Re: Joint Governance of Essex Police and Essex Fire & Rescue Service

Thank you for your email of 16 February regarding the public consultation on the above.

I can confirm that Essex County Council are supportive of your preferred option of the Joint Governance model.

Yours sincerely

A handwritten signature in black ink, appearing to read "David Finch".

Councillor David Finch
Leader of the Council

Email: cllr.david.finch@essex.gov.uk

APPENDIX F5 - LETTER FROM SOUTHEND-ON-SEA BOROUGH COUNCIL

Southend-on-Sea Borough Council

Department for People

Simon Leftley – Deputy Chief Executive (People)

Our ref:

Telephone: 01702 215000 ext 5106

Your ref:

Date: 5th May 2017

E-mail: robertharris@southend.gov.uk

Contact Name: Robert Harris

DX 2812 Southend



Mr R Hirst
PCC for Essex
3 Hoffmans Way,
Chelmsford,
Essex CM1 1GU

Dear Mr Hirst,

Southend-on-Sea Borough Council's Formal Response to the Police and Fire & Rescue Collaboration Business Case Consultation

I am writing to confirm that on 20th April 2017 the Full Council supported your proposals for greater collaboration between the Police and Fire & Rescue Service in Essex through the Governance Model.

I have attached the extract of Minute 973 of the Policy & Resources Scrutiny Committee held on 12th April 2017. This minute was considered and agreed by the Full Council meeting held on 20th April 2017 under Minute 1008 which is also attached.

Thank you again for taking the time to attend the meetings of the Policy & Resources Scrutiny Committee and Full Council.

Yours sincerely,

A handwritten signature in blue ink, appearing to read 'S Leftley'.

Simon Leftley
Deputy Chief Executive (People) & Acting Chief Executive



Civic Centre : Victoria Avenue : Southend-on-Sea : Essex S82 6ER
Customer Service Centre : 01702 215000 : www.southend.gov.uk



APPENDIX F6 - LETTER FROM THURROCK COUNCIL



Thurrock Council, Civic Offices, New Road,
Grays Thurrock, Essex RM17 6SL

Councillor Robert Gledhill
Little Thurrock Rectory Ward

8 May 2017

Roger Hirst, ~~Esq.~~
Police and Crime Commissioner for Essex
3, Hoffman's Way
Chelmsford
Essex
CM1 1GU

Dear Roger

The Case for Change

Thank you for the opportunity to respond to the proposed changes in the running of the Essex Fire and Rescue Service, as set out in The Case for Change.

May we begin by thanking you for the comprehensive documentation you have sent out, setting out the case for the four Options being ~~proposed~~. May we also thank you for taking the trouble to come to Thurrock to speak to Members in person. This was very helpful and greatly appreciated by our Members.

Having now examined the business case and the evidence regarding each of the Options, we would like to confirm that Option 3 – The Governance Model, is the Option that we would favour. We would therefore be grateful if you would accept this letter as the formal response from Thurrock Council regarding this issue.

We would like also, on behalf of the Council to wish you a successful outcome to this process.

With all best wishes

Yours sincerely

Handwritten signature of Councillor Robert Gledhill.

Councillor Robert Gledhill
Conservative Group Leader
Leader of the Council

Handwritten signature of Councillor Graham Snell.

Councillor Graham Snell
UKIP Group Leader
Leader of the Opposition

Members Secretariat | 01375 366322
Email | rgledhill@thurrock.gov.uk
Tel | 07920 819501




APPENDIX F7 – FIRE BRIGADE UNION CONSULTATION RESPONSE

The formal response from the FBU Essex is included below.

Fire Brigades Union Essex

Alan Chinn-Shaw
Essex Brigade Secretary
28 Atlantic Square
Witham
Essex CM8 2TL
alan.chinn-shaw@fbu.org.uk



Susannah Hancock
OPCC
3 Hoffmanns Way
Chelmsford
Essex CM1 1GU

10th May 2017

Dear Susannah,

I am writing to you to provide the initial observations of the Fire Brigades Union (FBU) on the Local business Case for Joint Governance of Police and Fire and Rescue in Essex.

Firstly it is important to note the broader, more national concerns the FBU has, and continues to raise with the Westminster government about the role of Police and Crime Commissioners (PCCs).

It is well documented that firefighters hold a privileged position in our society having established good community relations and high levels of trust and confidence with the people living and working in our diverse communities. This trust and confidence has been earned over many years by local firefighters responding quickly to all emergency calls for help and providing a first class, humanitarian service. The public know and understand the role of their firefighters is primarily to save life and property. It should be recognised that whilst police officers can similarly be called upon to risk their lives to save others - sometimes in extremely challenging circumstances - due to the enforcement nature of the public service they provide, police officers are not always viewed by members of the public in the same light as firefighters. In terms of community relations, the “neutrality” of the fire and rescue service is a precious and treasured advantage. It allows local firefighters to access areas of society where the attendance of police officers has not always been so welcome. The FBU is resolute that the fire service should maintain its neutrality and should be publicly perceived to maintain its neutrality to ensure the standing of firefighters in their community is not adversely effected.

The FBU welcomes the acknowledgement within the local business case to *“the fire/EMS service typically enjoys a position of trust in the community that transcends fear of authority or reprisal. Law enforcement’s mission to prevent crime from different threats creates varied public opinion and re-action, including being perceived as a threat”*.

In considering closer collaboration going forward, there are a number of issues that the FBU believe need to be addressed to ensure the neutrality of the fire and rescue service is maintained including: ensuring the identity of fire service and police employees remains distinct and separate; ensuring the identity of service vehicles is clear and avoids joint ‘badging’; ensuring clear separation where joint operations are necessary; ensuring clear separation should the PCC expand the use of shared estates; ensuring fire service employees

Essex Brigade Committee

are not requested to undertake non-warranted policing activities; and maintaining operational separation of emergency control rooms.

Firefighters like many public sector workers are employed under nationally agreed terms and conditions. These national agreements are reached through the National Joint Council for Local Authority Fire and Rescue Services (NJC), a body that plays a wide and varied role including, but not exclusively, continuing good industrial relations, resolving local disputes and ensuring there is an opportunity for minority voices to be heard and briefed on developments. The FBU believe the NJC is essential to improving relationships between employers and the union and is invaluable in continually improving public and firefighter safety and, to this end should be supported by all employers of local authority firefighters.

Local Business Case

With regards the context and use of information within the local business case, I would like to highlight some areas where we believe the information may be misleading or requires additional supporting information to place the selected information in appropriate context.

The local business case makes reference to ECFRS 2020 programme as '*designed to deal with the operational and financial trends faced in Essex*' and '*The programme will include changes to the number and crewing system of fire engines (reducing some of the over-capacity)*'.

Financial Context

It is clear that due to the reduction in central government funding, ECFRS is facing a challenging time financially. However, this reduction must be taken in context and viewed against the overall financial position of the authority.

The reduction of £8M from central government funding represents a 5% reduction in budget through to 2020 (when the 2% precept increases agreed by Essex Fire Authority is taken in to account). The 2020 programme plans to reduce wholetime fire and rescue cover by approximately 33%. This equates to almost £6.5M of the £8M savings identified as necessary by the fire authority up to 2020. This saving is in addition to savings made previously since 2009 by removing dedicated wholetime firefighter crews from the 5 Aerial Ladder Platforms and removing 4 dedicated Rescue Tenders from service. This adds up to a reduction of approximately £11M in the operational firefighter budget and will mean a reduction of £17.5M from the operational fire and rescue response budget over a 10-year period.

Operational Context

The local business case appears to support the reduction in the fire and rescue response capability in Essex, directly linking the reduction to the 45% reduction in the number of incidents to which ECFRS has responded. The 45% reduction is in fact due to a reduction in mobilisations. This is in part due to the Service's decision not to respond to some categories of incident, for example the actuation of automatic fire alarms. However, it should be realised that such categories still represent actual risks and on occasions can still result in actual incidents requiring emergency response. So, the reduction in the demand on our operational response resources does not necessarily equate directly to a reduction in risk.

Essex Brigade Committee

The disposition of our fire and rescue response resources should be informed by the fire authority's Integrated Risk Management Plan (IRMP). The IRMP should be informed by the risks our communities face and the fire and rescue cover arranged accordingly, thus ensuring our service is provided against existing risk and not simply past demand. The primary risks to the people who live, work and travel through Essex are dwelling fires and Road Traffic Collisions (RTC). Government statistics continue to show that approximately 80% of fire related casualties occur in dwelling fires, consequently, to reduce the risk ECFRS needs to reduce dwelling fires and road traffic collisions. Despite the best efforts and large sums of money invested in fire and RTC prevention activities, ECFRS has been unable to reduce the number of dwelling fires and RTCs have increased by approximately 14%.

RTCs and dwelling fires represent real risks to the people and property involved. The people involved in RTCs and dwelling fires require the fastest possible emergency response to be ready and in place wherever the incidents occur and at whatever time of day they occur.

The real risks of dwelling fires and RTCs should be considered in the context upon which the local business case states: *'The programme will include changes to the number and crewing system of fire engines (reducing some of the over-capacity)'*. Returning to the 2020 programme, it is stated that the decision to reduce the operational response model was taken after a 2-stage public consultation. What the IRMP and local business case fail to mention is that Essex Fire Authority agreed after the first stage of the consultation to accept slower target attendance times - the time the public wait for fire appliances to arrive - by over 2 minutes. The decision to increase attendance times was taken to creatively engineer the new perception of 'over-capacity' in operational response.

It is also important to recognise the range of risks and emergency types to which the fire and rescue service must plan to respond is far wider than only dwelling fires and RTCs. The Incident Recording System for local authority fire and rescue services lists over 450 categories and sub categories of emergency types and the Chief Fire Officers Association have identified more than 400 fire and special incident types that should be planned for within a fire authority's IRMP. The OPCC will also be familiar with the significant role already identified for firefighters in responding to the range of risks within the Community Risk Register, such as flooding, severe weather, major incidents and terrorist attacks etc.

The Fire Brigades Union struggles to see any "over-capacity" in the frontline operational resources needed to train and equip firefighters sufficiently to respond safely and efficiently to the wide range of risks in Essex.

Future Savings

The local business case identifies £30M of saving through the period to 2027. Whilst the FBU has reservations on the achievability of realising this level of savings without compromising public and firefighter safety, we would welcome the OPCC only driving efficiency savings that will not adversely impact on the delivery of front line services and will not adversely affect the terms and conditions of employment of FBU members.

The FBU also welcomes the commitments made by the PCC regarding improving the service to the communities of Essex and would encourage the PCC to explore focussing the potential financial savings of collaboration into reversing the unnecessary reductions already made in fire and rescue operational response to assist in achieving quicker responses to all emergencies, including those emergency calls that require multi-agency response.

Essex Brigade Committee

Yours sincerely,

A handwritten signature in black ink, appearing to read "A. Chinn-Shaw", enclosed within a thin black rectangular border.

Alan Chinn-Shaw
Essex FBU
Brigade Secretary

Essex Brigade Committee